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ABSTRACT

To develop a national policy aimed at eliminating hunger and malnutrition due to poverty and improving the nutritional health of all Americans, 26 panels composed of concerned citizens and academic, medical, industrial, and agricultural experts and eight task forces representing social action groups, religious denominations, women's and professional organizations, and industrial and consumer interests attended a 3-day White House Conference on Food, Nutrition, and Health. Panel and task force recommendations are included in these sections: (1) Surveillance and Evaluation of the State of Nutrition of the American People, (2) Establishing Guidelines for the Nutrition of Vulnerable Groups with Special Reference to the Poor, (3) The Provision of Food as It Affects the Consumer: Guidelines for Federal Action, (4) Nutrition Teaching and Nutrition Education, (5) Food Delivery and Distribution as a System, and (6) Voluntary Action to Help the Poor. A subject index is included. (SB)

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White House Conference on Food, Nutrition and Health

FINAL REPORT

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FINAL REPORT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ADDENDUM

In the page plating of the Final Report, in Panel II–4 (Aging), pages 62 to 64, Recommendation Nos. 5 through 11 were omitted accidentally. Some type from the galleys listing Panel members also was lost. To correct these errors the complete report of Panel II–4, including a listing of Panel members and consultants, is printed in the following pages.

ERRATA

The appendix to Recommendation No. 8 of Panel II–1 is misplaced. It appears incorrectly before the report of the Panel on pages 30 through 35. It should appear following the report.

Two charts, Exhibits A–I and A–II, appear incorrectly on pages 244 and 245. The charts are in their proper place in the appendix to Panel III–1 on pages 111 and 112.

PANEL II-4: THE AGING

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Marvin J. Taves, Ph. D., Director, Research and Development Grants, Administration on Aging, U.S. Department of Health, Education, and Welfare, Washington, D.C.

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[*] All those associated with the Conference noted with sorrow the death of the Chairman of the Panel on Aging, Dr. Edward L. Bortz, on February 24, 1970. The recommendations of the Panel reflect his knowledge and dedication to alleviating the problems of the aging.

REPORT OF PANEL II-4

PREAMBLE

The present crisis among the aged demands immediate national action to relieve poverty, hunger, malnutrition and poor health. Furthermore, positive measures are required throughout life to retard the premature debilitating aspects of aging.

Certain priorities exist:

1. Provision of adequate income to the aging.
2. Provision of adequate nutrition to the aging.
3. Provision of adequate health services to the aging.
4. Federal, State and local funding to insure immediate implementation of the above.
5. Prompt provision of substantial increases in Federal funding for support of education, research and development in nutrition and gerontology.

Recommendation No. 1: Meal Delivery

The U.S. Government, having acknowledged the right of every resident to adequate health and nutrition, must now accept its obligation to provide the opportunity for adequate nutrition to every aged resident. Immediate attention must be given to developing a new system of food delivery based on modern technical capability by which meals supplying a substantial proportion of nutrient requirements can be distributed to the aged through restaurants, institutions and private homes when this is necessary. Regional, urban and cultural differences in the United States will require that a variety of systems may be necessary to accomplish this goal.

The Administration on Aging within the Department of Health, Education, and Welfare and the Department of Agriculture should begin at once to implement a variety of meal delivery systems in the following ways:

1. Assemble a working party of scientists, industrialists and representative aged persons with experience in nutrition science, food preparation, food habits, and meal service who will review existing experience with low cost meals and meal delivery service.
2. Undertake permanent funding programs of daily meal delivery service, initially consisting of at least one meal for all the aged needing this service and desiring it, in both urban and rural locations emphasizing the importance of the values of eating in group settings where possible. This service may be provided in restaurants, institutions or other suitable sites for the well aged or at home for the homebound.
3. Develop a system of reimbursement with either food stamps or coupons, as outlined in Recommendation No. 3 of this Panel, or credit cards which will be acceptable to the recipients and efficient for the system, and which will retain freedom of choice for the user.
4. Develop surveillance systems that will insure both the nutritional quality and the acceptability of the meals. The single daily meal will furnish at least one-half of the daily Recommended Dietary Allowance of the Food and Nutrition Board of the National Research Council. It may include foods to be eaten at other times during the day. The remaining allowance, especially of calories, may be obtained by the individual's initiative facilitated by income supplements and the revised food stamp program when necessary. The meal delivery system should extend to all areas as feasible systems are developed.

Recommendation No. 2: Increased Income

Because diet quality and income are related, and because many older people do not have the income to provide adequate nutritious diets, immediate increases in the incomes of elderly people are a vital first step in freeing the aged from hunger and malnutrition.

Therefore it is recommended:

1. That social security benefits be increased by 50 percent and the minimum benefit raised from $55 to $120 monthly within the next 2

years, taking an additional 5 million people out of poverty and hunger.

2. That the public welfare system be completely revised to provide a Federal welfare program with adequate payments based solely on need of the consumer and with Federal financing and administration of welfare costs.
3. That the Federal Government assure all Americans the economic means for procuring the elements of optimum nutrition and health, and assure the distribution, availability and utilization of adequate information, facilities, and services.
4. That the Federal Government eliminate all barriers to adequate nutrition and health for all segments of the population, particularly those groups with special needs, e.g., the aged, the poor, the handicapped and minority groups, including those using languages other than English.
5. While the Panel on Aging joins other panels in endorsing a guaranteed annual income, we are concerned that older individuals, having contributed to and living within their social security benefits, may find their standard of living reduced. Therefore, we recommend that social security beneficiaries receive income in an amount at least of a level on parity with any implemented system of guaranteed annual income.

Recommendation No. 3: FOOD STAMP PROGRAM REVISIONS

Supporting the position of Panel V–3, and supporting the policy position of the President that urges revision of the food stamp program as an interim mechanism for implementing the procurement of food by the poor; and supporting the immediate enactment by Congress of S. 2014 and urging the entire White House Conference to press for its enactment,

The Panel on Aging makes the following additional recommendations:

1. The food stamp program must be revised so that any individual or family receiving food stamps may purchase prepared meals with stamps. Restrictions in current legislation limiting eligibility for food stamps to those having adequate cooking facilities must be eliminated.
2. Eligibility for food stamps must be established on the basis of self-declaration under clear, simple, uniform, and widely published Federal standards.
3. Such standards must permit very low income persons and families to obtain stamps without cost. Those who purchase stamps must be permitted to purchase portions of their allotment at various times throughout the month.
4. The U.S. Department of Health, Education, and Welfare should initiate ongoing impact research to monitor and evaluate the effectiveness of the food stamp program in placing the resources for sound nutrition into the hands of all low-income Americans.

Recommendation No. 4: EDUCATION, RESEARCH AND DEVELOPMENT

It is recommended:

1. That the U.S. Government develop guidelines for a nutrition education program aimed at the elderly. This program should include an emphasis on physical activity and social interaction. These guidelines should give direction to mass media, voluntary and official agencies, advertising agencies and industry. To avoid preventable nutritional and health disabilities of aging, these guidelines should emphasize adequate nutrition education and practice throughout life.
2. That educational programs for the elderly be developed by competent, qualified health and social service personnel including those specializing in diet counseling, utilizing a variety of media. These programs should recognize educational reading levels, common language usage, and ethnic or cultural backgrounds, to provide a means of effective education and communication on all aspects of food supply, nutrition and health. These programs should include direct handout material, media programing and the training of indigenous senior citizens where possible as community workers in all service areas.
3. That Government funds be provided to augment training programs for preparation of professional and subprofessional workers in nutrition and gerontology.
4. That surveys of institutionalized and noninstitutionalized aged be carried out with respect to their nutrition and health status and that these data be used to eliminate faculty diagnoses based on dietary deficiencies.
5. That because of the mental health problems

associated with the problems of social isolation and inadequate nutrition, a National Commission for Mental Health of the Aged be established.

6. That substantial funds be devoted to the support of basic and applied research as an investment for the future health and nutrition of the Nation. Since effective action programs are based on research findings, immediate action must be based on the best information currently available. However, it must be recognized that continued research on the basic nature of aging and its relation to nutrition is essential for progress in the future.

Recommendation No. 5: NATIONAL CODE OF STANDARDS

It is recommended: That persons and agencies providing residential care or home health care for any number of the aged be required to supply adequate nutrition and health services for their clientele and that to help insure this, the Federal Government establish a national code of health, nutrition, and personnel standards and use its powers to encourage each State to adopt and enforce this code.

Recommendation No. 6: HOUSING AND DINING FACILITIES

An effective meal delivery service for the older citizen, accompanied by opportunity for sociability, can be extended effectively on a workable neighborhood basis through the use of various facilities including particularly centers in housing developments located in strategic neighborhood areas.

It is recommended:

1. That all housing programs for the elderly, no matter how financed or by whom sponsored, include meal service with proper nutrition, this recommendation to include those developments for the well elderly which also provide individual cooking facilities within their dwellings. Community spaces provided for such meal service be designed by or in cooperation with persons knowledgeable in food preparation and dining arrangements.
2. That in order to reach older people in the surrounding neighborhood, this service be extended to older people in the neighborhood and the planning and funding for this outreach service be reflected in all future plans for possible extension or modernization of existing facilities.
3. That the U.S. Department of Housing and Urban Development include in its programs for Senior Citizens one that responds to the needs of the more frail elderly, those who cannot shop and prepare meals, but who are not ill and do not need more costly and less socially desirable medical facilities.
4. That the Federal Government fund construction of neighborhood centers for the elderly which can provide services peculiar to the needs of older persons.
5. That research and demonstration programs jointly funded by the Department of Housing and Urban Development and the Administration on Aging be undertaken to bring about a closer relationship between housing design and construction and the services needed to round out a rewarding environment.

Recommendation No. 7: TRANSPORTATION FOR THE AGED

The older population in large part must depend on accessible and economic public transportation to reach services, including food services. Therefore, to overcome the effects of limited mobility, to assure continued access to the general community, to provide opportunity for a role in society befitting their years and physical condition.

It is recommended: That the U.S. Department of Transportation, in conjunction with the Department of Health, Education, and Welfare, its Administration on Aging, and the Department of Housing and Urban Development, seek ways of providing necessary transportation for the elderly and other disadvantaged groups who are not within reach of, or able to use normal public transportation (if it exists) in order to take advantage of nutrition, health and other services.

Recommendation No. 8: PACKAGING AND LABELING

It is recommended:

1. That the U.S. Government establish a mechanism in collaboration with private industry for the development of economical, nutritious, easily prepared, attractive and readily stored new lines of food products. While these would satisfy certain packaging

requirements of the elderly, they should be available to all residents regardless of age.

2. That promotion of these new food products be accompanied by an education program geared to the needs of those seeking economical high quality nutrition.
3. That all packaged food products be labeled in clearly visible print with their nutrient contents translated into proportions of daily allowances of the four basic food groups.
4. That this labeling system not replace present ingredient labeling.
5. That the Federal Government launch a concentrated educational campaign against food faddism utilizing the new food lines, the education program and the proposed labeling system.

Recommendation No. 9: SOIL BANK UTILIZATION FOR HOME GARDENS

Many rural, landless families, suffering from malnutrition, live near farmland held in the Federal Soil Bank.

It is recommended: That the Federal Soil Bank legislation be amended to entitle persons to raise foods for personal consumption on soil bank land.

Recommendation No. 10: FUNDING

It is recommended:

1. That as a sincere expression of the national commitment to solving the problems of nutrition and poor health among the elderly, the President vigorously support Federal action to provide adequate funds for immediate and realistic implementation of all the aforementioned recommendations.
2. That evaluation designed to insure the efficient, effective utilization of these funds be incorporated into every program derived from these recommendations.

Recommendation No. 11: IMPLEMENTATION

It is recommended:

1. That action to implement each of the Panel's recommendations be initiated immediately.
2. That the President immediately establish a mechanism to give leadership to their effective development and to the continued monitoring of progress on each recommendation. Responsibility for implementation of these recommendations should be turned over to existing agencies and the coordination and communication among these agencies guaranteed by authority exercised through the Office of the President of the United States.
3. That the forthcoming White House Conference on Aging (November 1971) include a review and evaluation of progress on each of these recommendations as part of the responsibilities of a Panel on Nutrition with the objective of providing recommendations for further action.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL II–4: The Aging

The task force felt that residency and citizenship requirements for old age assistance should be done away with. The task force also felt social security benefits should be fully retroactive back to the time of first eligibility for those belatedly applying for benefits. Both of these suggestions were ignored by the Panel on Aging.

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MESSAGE OF THE PRESIDENT

To the Congress of the United States
May 6, 1969

We have long thought of America as the most bounteous of nations. In our conquest of the most elemental of human needs, we have set a standard that is a wonder and aspiration for the rest of the world. Our agricultural system produces more food than we can consume, and our private food market is the most effective food distribution system ever developed. So accustomed are most of us to a full and balanced diet that, until recently, we have thought of hunger and malnutrition as problems only in far less fortunate countries.

But in the past few years we have awakened to the distressing fact that despite our material abundance and agricultural wealth, many Americans suffer from malnutrition. Precise factual descriptions of its extent are not presently available, but there can be no doubt that hunger and malnutrition exist in America, and that some millions may be affected.

That hunger and malnutrition should persist in a land such as ours is embarrassing and intolerable. But it is an exceedingly complex problem, not at all susceptible to fast or easy solutions. Millions of Americans are simply too poor to feed their families properly. For them, there must be first sufficient food income. But this alone would only begin to address the problem for what matters finally is what people buy with the money they have. People must be educated in the choosing of proper foods. All of us, poor and nonpoor alike, must be reminded that a proper diet is a basic determinant of good health. Our private food industry has made great advances in food processing and packaging, and has served the great majority of us very well. But these advances have placed great burdens on those who are less well off and less sophisticated in the ways of the modern marketplace. We must therefore work to make the private food market serve these citizens as well, by making nutritious foods widely available in popular forms. And for those caught in the most abject poverty, special efforts must be made to see that the benefits of proper foods are not lost amidst poor health and sanitary conditions.

The Council for Urban Affairs has for the past 3 months been studying the problem of malnutrition in America, and has assessed the capacities of our present food and nutrition programs. As a result of the Council's deliberations, I am today prepared to take the following actions:

1. Family food assistance programs

The Federal Government presently provides food assistance to nearly 7 million needy Americans through the food stamp and direct distribution programs. Though these programs have provided welcome and needed assistance to these persons, both programs are clearly in need of revision.

The present food stamp program can be greatly improved. I shall in a short period of time submit to the Congress legislation which will revise the food stamp program to:

- —provide poor families enough food stamps to purchase a nutritionally complete diet. The Department of Agriculture estimates this to be $100 per month for a typical family of four.
- —provide food stamps at no cost to those in the very lowest income brackets.
- —provide food stamps to others at a cost of no greater than 30 percent of income.
- —insure that the food stamp program is complementary to a revised welfare program, which I shall propose to the Congress this year.
- —give the Secretary of Agriculture the authority to operate both the food stamp and direct distribution programs concurrently in individual counties, at the request and expense of local officials. This will permit the Secretary to assist counties wishing to change from direct distribution to food stamps, and to meet extraordinary or emergency situations.

It will not be possible for the revised program to go into effect until sometime after the beginning of the calendar year 1970, that is to say after the necessary legislative approval and administrative arrangements have been made. The requested appropriations will then permit the establishment of the revised program in all current food stamp counties before the end of the fiscal year, as well as a modest expansion into direct distribution counties, and some counties with no current programs.

This program, on a full year basis, will cost something in excess of $1 billion per year. (Precise estimates will only become available over time.) This will be in addition to the $1.5 billion for food for the hungry which I have requested for the forthcoming fiscal year, making a total program of $2.5 billion. In the meantime, $270 million is being reprogramed within the forthcoming budget to permit the program to begin as soon as legislative and administrative arrangements can be made and other necessary measures taken.

While our long-range goal should be to replace direct food distribution with the revised food stamp program, the direct distribution program can fill many short-range needs. Today there are still over 440 counties without any family food assistance program, and this Administration shall establish programs in each of these counties before July 1970. The direct distribution program will be used in most of these counties. In these and other direct distribution counties, the most serious criticism of the program will be met by ensuring that all counties offer the full range of available foods.

To strengthen both current family food assistance programs, efforts will proceed on a high priority basis to establish more distribution points, prompter and simpler certification, financing arrangements, mailing of food stamps, and appeal mechanisms.

2. Special supplemental food program

Serious malnutrition during pregnancy and infancy can impair normal physical and mental development in children. Special effort must be made to protect this vulnerable group from malnutrition.

The special package program, which provides needy women and mothers with packages of especially nutritious foods, was designed to meet this need. But the program has encountered logistical problems which have severely limited its success. I am therefore directing that a substantial portion of the fiscal year 1970 budget for this program be used to establish pilot programs that make use of the private food market. Under these programs, needy pregnant women and mothers of infants will be issued vouchers, redeemable at food and drug stores for infant formulas and other highly nutritious special foods. If such a program seems workable, and the administrative problems are resolved, the program will be expanded later on the basis of that experience.

3. Administration of food programs

I am directing the Urban Affairs Council to consider the establishment of a new agency, the Food and Nutrition Service, whose exclusive concern will be the administration of the Federal food programs. Presently the food programs are operated in conjunction with numerous other unrelated programs. The creation of a new agency will permit greater specialization and concentration on the effective administration of the food programs.

4. Private sector involvement

I shall shortly announce a White House Conference on food and nutrition, involving executives from the Nation's leading food processing and food distribution companies and trade unions. I shall ask these men to advise me on how the private food market might be used to improve the nutritional status of all Americans, and how the Government food programs could be improved. I shall also call on these men to work with the advertising industry and the Advertising Council, to develop an educational advertising and packaging campaign to publicize the importance of good food habits.

5. Interagency efforts

Although most of the current food and nutrition programs are administered by the Department of Agriculture, other agencies are critically involved. I am therefore establishing a sub-Cabinet working committee of the Urban Affairs Council to promote coordination between the food and nutrition programs and other health, educational, and antipoverty programs.

At the present time, I am directing the Secretary of Health, Education, and Welfare and the Director of the Office of Economic Opportunity to take a number of immediate steps.

I am asking the Secretary of HEW to:

—work with State agencies to insure that the medicaid program is fully coordinated with the special package and pilot voucher programs for pregnant women and infants, so that vitamin and mineral products can be made available to those diagnosed as suffering from nutrient deficiencies.

—expand the national nutrition survey, presently being conducted by the Public Health Service, to provide us with our first detailed description of the extent of hunger and malnutrition in our country.

—initiate detailed research into the relationship between malnutrition and mental retardation.

—encourage emphasis by medical schools on training for diagnosis and treatment of malnutrition and malnutrition-related diseases.

The Office of Economic Opportunity, with its exclusive commitment to the problems of poverty and its unique "outreach" among the poor themselves, has an especial role to play. I am asking the Director of OEO to:

—work with the Secretaries of Agriculture and HEW to establish a greatly expanded role for the Community Action Agencies in delivering food stamps and commodity packages. Volunteers working in the VISTA program will also aid in the delivery and outreach process, supplementing the efforts of the Agricultural Extension Service.

—redirect OEO funds into the Emergency Food and Health Service program to increase its food, health, and sanitation services for our most depressed areas. Presently, health and sanitary conditions in many of our most depressed counties are so poor that improved food services alone would have little impact on the nutritional health of the population. The Emergency Food and Health Service has provided invaluable services in aiding these areas, and its good work should be substantially expanded.

More is at stake here than the health and well-being of 16 million American citizens who will be aided by these programs and the current Child Food Assistance programs. Something very like the honor of American democracy is at issue. It was half a century ago that the "fruitful plains" of this bounteous land were first called on to a great work of humanity, that of feeding a Europe exhausted and bleeding from the First World War. Since then on one occasion after another, in a succession of acts of true generosity—let those who doubt that find their counterpart in history—America has come to the aid of one starving people after another. But the moment is at hand to put an end to hunger in America itself for all time. I ask this of a Congress that has already splendidly demonstrated its own disposition to act. It is a moment to act with vigor; it is a moment to be recalled with pride.

STATEMENT OF THE PRESIDENT

On the appointment of Dr. Jean Mayer as Special Consultant to the President in charge of organizing the White House Conference on Food, Nutrition, and Health

June 11, 1969

In appointing Dr. Jean Mayer as Special Consultant to the President, I would like to emphasize the importance of the responsibility he is assuming. The White House Conference on Food, Nutrition, and Health will be an event of great significance.

Over the years no country has been so closely associated with the science of nutrition as the United States: Pioneers such as Lafayette B. Mendel of Yale, E. V. McCollum of Hopkins, Joseph Goldberger of the U.S. Public Health Service, and Conrad Elvejehm of Wisconsin were founders of the science. No country has ever undertaken such a gigantic and successful task of raising food as was done by this country in World War II. No country has succeeded in providing such a high standard of diet to so many millions of citizens while assisting millions more in less fortunate countries. In calling the White House Conference on Food, Nutrition, and Health, we are both reaffirming our commitment to a full and healthful diet for all Americans and exploring what we yet need to know and do to achieve that goal.

For despite our achievements much remains to be done. All of us have been shocked as we have become more aware that millions of Americans are malnourished because they are too poor to purchase enough of the right kinds of foods. We also know that many Americans who have enough money to afford a healthful diet do not have one. Many of our youngsters have erratic diets which may be deficient in certain nutrients. Many more of us eat not wisely but too well.

The White House Conference on Food, Nutrition, and Health is intended to focus national attention and national resources on our country's remaining—and changing—nutrition problems. It will assemble the Nation's best minds and expertise, from our business, labor, and academic communities. I shall ask them to consider the following questions:

1. How do we insure continuing surveillance of the state of nutrition of our citizens?

2. What should be done to improve the nutrition of our more vulnerable groups—the very poor, pregnant and nursing mothers, children and adolescents, the aging, and those such as Indians for whom we have a direct and special responsibility?

3. As we develop new technologies of food production, processing, and packaging, how do we monitor the continued wholesomeness and nutritional value of our foods and insure that the poor, and indeed all Americans, obtain the greatest amount of nutrients for their money?

4. How do we improve nutrition teaching in our schools—from Head Start to medical schools—and what programs of popular education do we need to better inform the public of proper food buying and food consumption habits?

5. What should be done to improve Federal programs that affect nutrition, either directly as in the Armed Forces and the Veterans Administration, or indirectly through programs such as the food stamp, commodity distribution, and school lunch programs?

I shall ask the Conference to prepare specific goals in response to these questions, goals for private industry, for Government policy, and for needed research. Its conclusions and its goals will not be neatly bound and placed on a library shelf and forgotten. They will be the basis for action by this administration and the beginning of a national commitment—to put an end to malnutrition and hunger among the poor, to make better use of our agricultural bounty and nutritional knowledge, and to insure a healthful diet for all Americans.

REMARKS OF THE PRESIDENT

At the opening plenary session of the White House Conference on Food, Nutrition, and Health
Sheraton Park Hotel
December 2, 1969

Members of the Cabinet, Mr. Mayor, all of the distinguished guests on the platform, and all the distinguished representatives to this Conference:

I very much appreciate the opportunity to be here, and before speaking myself, I want to express my appreciation to those who are arranging the Conference, to Dr. Mayer and others, for the introductions that have been arranged.

I understand that Ezra Ellis, who came from my home town of Whittier, Calif., gave the invocation, and I am most grateful for that, and I am most grateful, too, that the mayor of my city, Washington, D.C., Mayor Washington, is here today. I think he is doing a fine job as mayor of this city.

I am not going to talk about the problems of the District, except indirectly, at this point, but as I speak about the legislative imperatives, three of which I will mention in my address, I want you to know that at the very top of the list of other imperatives are the programs for the District of Columbia.

We have offered a number of programs that are new in this field and some that are old, but we have talked about the District for years. It is time to act about the District of Columbia, and under the mayor's leadership we do plan to act, and with your help we will do something.

As all of you are aware, this is an historic conference. It is particularly an historic conference for me because it is the first White House Conference that I have had the opportunity to address as President of the United States. I have addressed others as Vice President. And it is the first that we have had in this administration.

This meeting marks an historic milestone. What it does is to set the seal of urgency on our national commitment to put an end to hunger and malnutrition due to poverty in America.

At the same time, it marks the beginning of a new, more determined and more concerted drive than ever before, to reduce the malnutrition that derives from ignorance or inadvertence.

I recognize that many of you who are here and who have participated in the panels have been under enormous pressure, because you have had a relatively short time for the vast amount of work that it took to put this conference together and to prepare for it.

However, that pressure reflects the priority of the subject we are here to discuss. It reflects the sense of urgency we all feel.

Until this moment in our history as a nation, the central question has been whether we as a nation would accept the problem of malnourishment as a national responsibility.

That moment is past. On May 6 I asserted to the Congress that "the moment is at hand to put an end to hunger in America itself. For all time."

Speaking for this administration, I not only accept the responsibility—I claim the responsibility.

Malnourishment is a national concern because we are a nation that cares about its people, how they feel, how they live. We care whether they are well and whether they are happy.

First of all there is a moral imperative: Our national conscience requires it. We must because we can. We are the world's richest nation. We are the best educated nation. We have an agricultural abundance that ranks as a miracle of the modern world. This Nation cannot long continue to live with its conscience if millions of its own people are unable to get an adequate diet.

Even in purely practical terms there are compelling considerations requiring this challenge to be met.

A child ill-fed is dulled in curiosity, lower in stamina, distracted from learning. A worker ill-fed is less productive, more often absent from work. The mounting cost of medical care for diet-related illnesses; remedial education required to overcome diet-related slowness in school; institutionalization and loss of full productive potential; all of these place a heavy economic burden on a society as a whole.

And for many of us, and for me, as I know for many of you, this subject also evokes vivid personal memories. I grew up in the Great Depression. I shall never forget the hopelessness that I saw so starkly etched on so many faces—the silent gratitude of others lucky enough to enjoy three square meals a day, or sometimes even one.

I recall in my native State of California in the 1930's, a family that I knew, that I went to school with, subsisted on bread and gravy, bread and milk, beans. And later on in the 1930's, in North Carolina, families who knew nothing much more than black-eyed peas, turnip greens.

We have come a long way since then, but we still have a long way to go.

The question is: What will we do about it?

We begin with the troublesome complex of definitions and causes.

Experts can argue—and they do—and you will—about the magnitude of the problem: About how many are hungry, how many malnourished, and how severely they are malnourished. Precise statistical data remain elusive and often contradictory. However, Dr. Arnold Schaefer, the man in charge of the National Nutrition Survey, recently made this cautious but forceful observation. He said:

> We have been alerted by recent studies that our population who are "malnutrition risks" is beyond anticipated findings, and also that in some of our vulnerable population groups—preschool children, the aged, teenagers, and the poor—malnutrition is indeed a serious medical problem.

We don't know just how many Americans are actually hungry and how many suffer from malnutrition, who eat enough and who don't eat the right things. But we do know there are too many Americans in both categories.

We can argue its extent. But hunger exists.

We can argue its severity, but malnutrition exists.

The plain fact is that a great many Americans are not eating well enough to sustain health.

We see, then, that the problem of hunger and malnutrition is, really, two separate problems. One is to ensure that everyone is able to obtain an adequate diet. The second is to ensure that people actually are properly fed, where they have the ability to obtain the adequate diet.

On the one hand, we are dealing with problems of income distribution. On the other hand, with problems of education, habit, taste, behavior, personal preferences—the whole complex of things that lead people to act the way they do, to make the choices they do.

The answers to many of these questions are difficult to come by. The very fact that the same question evokes so many different, conflicting answers is itself testimony as to how fragile is the basis of our knowledge.

Assuming we can agree on definitions, and the causes of malnourishment, how do we eradicate it?

Now some will answer that the magic ingredient is money, and money certainly is one ingredient, and a very important one. The more than $5 billion that I have proposed for new or expanded programs for food and family assistance next year would go a long way toward bringing the problem under control.

In this connection, I would urge each of you in this great conference to enlist yourself in an effort to win passage of three landmark pieces of legislation I have already recommended to Congress.

One of these is what many observers consider to be the most important piece of domestic legislation proposed in the past 50 years, the establishment of a floor under the income of every American family.

For the first time—Mr. Moynihan please notice—for the first time, this new family assistance plan would give every American family a basic income, wherever in America that family may live. For the first time, it would put cash into the hands of families because they are poor, rather than because they fit certain categories. When enacted, this measure alone will either supplement the incomes or provide the basis for the incomes of 25 million American men, women, and children.

Our basic policies for improvement of the living conditions of the poor are based on this proposition: That the best judge of each family's priorities is that family itself, that the best way to ameliorate the hardships of poverty is to provide the family with additional income—to be spent as that family sees fit.

Now, some will argue with this proposition. Some argue that the poor cannot be trusted to make their own decisions, and therefore, the Government should dole out food, clothing, and medicines, according to a schedule of what the Government thinks is needed.

Well, I disagree. I believe there are no experts present in this great gathering who know more about the realities of hunger and malnutrition than those among you who are here because you have suffered from it; or than those among you who are here who do suffer from it, from great cities, from wornout farms, from barren reservations, from frozen tundra, and tiny islands half a world away.

The task of Government is not to make decisions for you or for anyone. The task of Government is to enable you to make decisions for yourselves. Not to see the truth of that statement is fundamentally to mistake the genius of democracy. We have made too many mistakes of this type—but no more. Our job is to get resources to people in need and then to let them run their own lives.

And now I would stress that all of you who have been so strong and effective in achieving a breakthrough on national awareness on hunger, will become an equally strong citizen lobby for welfare reform. The needs of the poor range far beyond food, though that is often the most visible and heart-rending aspect of poverty. More basically, they need money with which they can meet the full range of their needs, from basic shelter, to medicine, to clothes for school, to transportation. And they need these resources in a program framework that builds incentives for self-support and family stability.

Let the reform of the bankrupt welfare system be the next great cause of those who come together here today.

Now the second measure that I would especially urge your support for is one that you will be considering in your deliberations. It is the reform and expansion of the food stamp program. I requested this in my May 8 message on hunger. This has been designed to complement the welfare program. While the welfare proposals may be subject to long debate, I hope and expect the Congress will act quickly on the expanded food stamp plan.

The Nation's food programs have been shot through with inequities—notably, the fact that many counties have not participated, and the fact that because food stamps had to be bought with cash many of the neediest were unable to participate.

We are pressing hard to bring every county into one or other of the food distribution programs, and the new food stamp bill would provide stamps free to those most in need—while expanding the program to a level that would reach $2.5 billion a year when fully implemented.

In a related matter, we already are greatly expanding our school lunch programs, with the target of reaching every needy school child with a free or reduced-cost lunch by the end of the current fiscal year.

Now, there is a third measure, a third measure which at first will seem unrelated, but which is directly related to this conference. I ask your support for the Commission on Population Growth and the American future which I have proposed to Congress and which has been most favorably received, not only in the Congress, but by church and civic organizations throughout the Nation.

America, I believe, has come to see how necessary it is to be responsibly concerned with this subject. In proposing the Commission, I also declared that it would be the goal of this Administration to provide "adequate family planning services within the next 5 years to all those who want them but cannot afford them." There are some 5 million women in low income families who are in exactly that situation. But I can report that the steps to meet that goal have already been taken within the administration, and the program is underway.

Taken together, these three measures would virtually eliminate the problem of poverty as a cause of malnutrition.

Their dollar cost is high, but their practical benefits to the Nation are immense.

I know that your panels have advanced proposals for massive efforts on many fronts. They demonstrate that the goal cannot be won by government alone.

It is for each to ask how he, individually, can respond to the questions being asked here. For example:

—can foods be better labeled, be made more nutritious and be fortified with available additives?

—can industry, the schools, government, and citizens individually join effectively in a program of public education?

—can school lunch programs feasibly be improved?

—can voluntary programs by citizens and community organizations teach people what to eat, to close the knowledge gap?

The fact that so many groups are represented here today is itself evidence of a new sense of community responsibility, of industry responsibility, of individual responsibility. The fact that so many women are represented here, especially, is evidence of an enormous resource, particularly in the volunteer field, a resource that can do so much to ensure our success.

I, of course, in my official capacity, have already indicated legislative programs that I shall be supporting. But speaking now as one who from time to time can act in a volunteer capacity, I know the power of simply dropping a word as to what a President or a potential President does in certain fields.

I recall in your field, about 18 months ago I was being interviewed on a talk show. I was asked how I kept my weight down—that was my problem rather than the other way around. I answered—I thought rather low-key—that the doctor had told me to eat cottage cheese. The difficulty is that I don't like cottage cheese. I said I took his advice, but I put catsup on it.

You can't imagine how many letters I got. The dairy industry wrote and told me that I should like cottage cheese. The catsup industry wrote and told me to try it on my cereal. And others wrote and said catsup with cottage cheese had to be unhealthy. I pointed to the fact that my grandmother lived to be 92 and she ate it all her life, so that was the answer.

I use this facetious example to only indicate that the power of example, not just from a President, but from those in this room in the whole field of not just how much, but how and what we eat with regard to diet can be tremendous.

Now, I want to turn to—with Dr. Mayer's suggestion and his approval—to a very important procedural point, one I discussed with him when he took the position which he is filling and one I wish to speak directly to you about.

We have not attempted to program those in this room. We have not attempted to program you as to the questions you may ask or the answers and recommendations that you will make.

I expect to read that you had a lively difference of opinion during this conference. As a matter of fact, I have already read about a lively difference of opinion that you have had during this conference and that is as it should be. From an airing of views of all sides, answers and ideas will appear, answers and ideas are what we seek in this process. Obviously, if we knew all the answers we would not have convened the conference in the first place. That is why you are here.

I will say this: I want to speak quite directly. I can imagine in this room are many people who have attended White House conferences before. For 22 years I have been watching White House conferences. I have attended them and I have seen the effort that went into them, an enormous voluntary dedicated effort. I have seen it too often wither away in futility as the reports gathered dust on Government shelves.

Well, beginning with this conference, that is going to change. It will be the policy of this administration to follow up each White House conference, beginning with this conference, with a second meeting 1 year later, bringing together the key participants of the original conference to re-examine its findings and to measure what has been done about implementing them. We believe that is the only proper procedure.

I know that you take your work seriously and we are going to take your report seriously. I expect the results of this conference to be not just words, but action.

This conference marks a coalescing of the national conscience; it marks a triumph of the American system.

I realize that there is a ready disposition whenever we confront an ill that is still uncorrected in America, to cry that "the system" is corrupt, or "the system" has failed.

Our so-called "system" has been under heavy assault, not from one quarter but from many quarters.

But let us remember that that system is what has brought us here together today in this conference. It is a system that embraces compassion and practicality; it has given us the abundance that allows us to consider ending hunger and malnutrition.

Ours is the most productive and the most generous country the world has ever known. Less than 5 percent of our population—according to Secretary Hardin, Secretary of Agriculture—produces enough food to feed all the American people and to supply the needs of millions in other countries as well. In the years since World War II the United States has provided more than $30 billion in food, in the form of aid, to needy nations and peoples abroad.

I have traveled to most of the nations of the world, in Asia, Africa, and Latin America. Do you realize that in most of the world today a conference like this would be meaningless because those nations would lack the resources to produce the food to meet the objectives that this conference may decide should be met or lack the resources to purchase the food which they themselves would not be able to produce?

It is precisely because our system has succeeded so well that we are now able to address the goals of this conference and the fact that we are gathered here is an example of one of the greatest strengths of that same system. It has a capacity for self correction, for self-regeneration; its constant reaching out to identify new or additional needs and to meet those needs, the readiness of its citizens to join in that effort, volunteering their time and their talents, as you are volunteering your time and your talents today.

This Nation has the capacity to provide an adequate diet for every American. The calling of this conference demonstrates that we have the will to achieve this goal. What we need is to find the most effective means for doing so consistent with maintaining the vitality of the system that makes it all possible.

And so I will review your recommendations with great care.

And I will ask you to go about drawing up those recommendations with equally great care.

My fellow Americans, as you begin this conference I commit to your concern the lives of millions of Americans, too young, too old, or too hurt by life to do without your help. I commit to your concern the not less serious task of helping to bring the rest of America to understand what we seek and to join us in adding this new dimension to the concept of American democracy. For at this very moment we are gathered at one of those great historical moments when it becomes possible for all of us to act a little better than we are, and in so doing, to leave this great and good Nation a little better because we were there.

LETTER OF TRANSMITTAL

THE WHITE HOUSE

WASHINGTON

DECEMBER 24, 1969

DEAR MR. PRESIDENT: I have the honor to transmit to you the report of your first White House Conference on Food, Nutrition, and Health. You announced on May 6, 1969, that you would call such a conference to advise you, the Congress, and the American people on the development of a national policy aimed at eliminating hunger and malnutrition due to poverty and at improving the nutritional health of all Americans. On June 11, 1969, you appointed me to organize the conference.

A great deal of preliminary work was done during the summer and the fall of 1969 by 26 panels and by eight task forces. The panels were made up of academic, medical, industry, and agriculture experts, as well as citizens chosen because of their particular concern rather than expertise. The task forces represented vast segments of our population such as social action groups, women's organizations, industrial and consumer interests, professional organizations, and religious denominations. All 800 or so participants in the preparatory work were highly conscious of their responsibility and spent considerable time in work and travel to insure that the 2,200 additional members of the Conference be provided with thoughtful and detailed provisional recommendations and background material.

Panel and task force members met for the whole week starting Sunday, November 30. The full Conference started on December 2, when you addressed nearly 5,000 persons at the opening plenary session. The Conference lasted 3 days during which groups were meeting in 30 different rooms with intense and constructive discussions taking place. Following your instructions, the membership of the Conference—and of each discussion group—was as broad as possible. University professors and students, physicians, old and young, industry leaders and technicians, representatives of consumer organizations, members of all main religious denominations and of minority organizations, members of women's organizations with membership totaling over 60 million women, labor leaders, representatives of health organizations, agricultural and trade organizations, social action groups from all economic levels ranging from the National Association of Manufacturers to various organizations dealing with the very poor—and last but not least, over 400 of the very poor themselves: black, Mexican-American, Puerto Ricans, white, Indians, Alaskan natives, inhabitants of the Pacific Trust territories, and of our Carribbean dependencies and migrant laborers were brought together to discuss the recommendations submitted to them by the panels and the task forces.

The recommendations which this volume contains were the final outcome of the deliberations of the Conference. As such, their sponsorship is much broader than that of the original groups which prepared the preliminary recommendations.

Because the identification of undernourished and malnourished groups is basic to any corrective program, three panels dealt with various aspects of the surveillance of the state of nutrition of the American people. The surveillance system they designed can also be used for the monitoring of the effectiveness of Federal and State and local corrective programs. They recommended that prime responsibility for such a surveillance system be placed in the Department of Health, Education, and Welfare. Detailed recommendations concerning administration, methods, standards, and personnel are given in the first section of the report.

Section II deals with the specialized problems of certain specific groups: Pregnant and nursing women, children and adolescents, adults prone to degenerative diseases, the sick, the aging, as well as groups for which the Federal Government has statutory responsibility—inhabitants of Guam, American Samoa, the U.S. Trust territories, the citizens of Puerto Rico and the Virgin Islands, the American Indians and Alaskan natives, the migrant workers, inhabitants of the District of Columbia, and the military. All panels of this section emphasized that special programs could only be considered on the basis of adequate provision of food stamps in adequate amounts—including the provision of free food stamps for the very poor, a realistic family allowance, or a combination of the two programs. All panels also emphasized the desirability of better health services with a strong nutrition component. Nutrition education was considered an essential part of all special programs (though it could not replace food or money for food). The panels dealing with children, adolescents, and adults emphasized the need for better facilities for exercise as well as nutrition programs. The requirements for services as well as food or money are particularly apparent for the aging. The fact that a thorough overhaul of the administrative machinery dealing with special geographic groups is long overdue, that greater emphasis must be placed on health and human values will be apparent to you as you read the recommendations dealing with these categories of Americans.

The four panels dealing with various aspects of our food policies all directed their recommendations at simplifying legislation, permitting greater innovation by industry in the development of new and better foods while, at the same time, insuring better protection of the consumer than is available now as regards safety, grading of quality, and meaningful disclosure of content and nutritional value. The recommendations of these panels should lend themselves particularly well to the rapid development of legislative proposals.

Four panels dealt with education at preschool and school, university, and community levels as well as with the use of the various media. The recommendations of panels concerned with school and academic interests should greatly improve the quality of nutrition teaching from Head Start to medical school. Community programs suggested better uses of community aides and of feeding programs in popular nutrition education. The group dealing with the media was particularly innovative in their suggestions concerning the use of radio, television, reading material, symbols and slogans, and suggested constructive ways by which media could cooperate with educators. Again, all four panels predicated their recommendations on the availability of vastly improved food programs, including free food stamps and free school lunches, or adequate cash assistance. A subpanel headed by a well-known judge made important recommendations pertaining to misinformation and deception through the media.

Four panels dealt with problems of food distribution. Commercial distribution of food of good quality at the lowest possible price will be greatly facilitated if the type of Government and managerial assistance recommended is made available to food distributors in poor rural and city areas.

The family is and should continue to be the basic unit for delivery of food. A number of recommendations pertaining to family recipiency of food, and of services rendered to the family by the Government and the community, and to the continued role of philanthropic foundations were evolved by a far-seeing panel. Recommendations dealing with Government food programs and family assistance were very thoughtfully designed by a cooperative and hard-working panel. They recommend basic improvements in certification, administration, and level of support of the various food programs. In particular, they analyzed the need for self-certification for food stamps, suggested novel and more uniform methods of distribution, and recommended cheaper schedules and free food stamps for the very poor. They described desirable improvements of commodity distribution programs while these still exist. The relevant panel recognized as did other concerned panels, that food programs should be eventually replaced by income maintenance at an adequate level and discussed various estimates of long-term goals. The panel also discussed specific changes in the financing and administration of school lunch programs.

The panel dealing with mass feeding programs, which had a high level of competence in this specialized field addressed itself to schools, hospitals, Veterans Administration, military and penal feeding systems, and suggested measures which would insure large possible economies as well as detailed improvements in existing methods of feeding communities.

Panels entrusted with advising Government emphasized the need for more concentrated and centralized authority concerning nutrition: They recommended that an officer at subcabinet level head nutrition activities of the Department of Health, Education, and Welfare and that coordinating nutrition activity be continued in the Executive Office of the President.

The panel dealing with agriculture made far-reaching recommendations concerning, among others, vocational technical training of workers in agriculture, modernization of land use, tenant contracts, farm credit, agricultural extension, aid in establishment of cooperatives to meet the needs of deprived small farmers in America, and suggested other measures to bring net income for producers and farm laborers to the level of others in the U.S. economy.

Industry leaders were most cooperative and forward-looking in their consideration, in four panels, of problems of food manufacturing and processing (including the preparation of enriched and more nutritious foods), of retailing and distribution (with particular emphasis on those measures which would help poor consumers), of packaging and labeling (including the meaningful description of significant nutritional information) and of promotion and advertising (including the launching of large-scale effective nutrition education programs.)

The panels dealing with voluntary action by farmers and industry as well as the primarily professional panels emphasized the need for urgent measures to combat the more acute problems of hunger and malnutrition due to poverty, to improve the outreach and quality of existing food programs and to ensure an increased buying power for our poorest citizens.

Very much the same type of concern was expressed, in somewhat more detailed and forceful language, by task forces representing citizens groups. A joint resolution was presented by the community action task force, the women's organization task force, the student's task force, the consumers' task force, the religious action task force, and the health organizations' task force. This joint statement was presented for a vote to the Conference as a whole at the closing plenary session, not for specific approval of all points but for a general expression of the groups on order of priorities. The health task force and many professional persons were strongly in favor of free school lunches as soon as possible for needy children but not for all other children who could afford to pay. A very large part of the audience, while enthusiastically in favor of the concept of family assistance and desirous of seeing support at a realistic level permitting good nutrition as well as the acquisition of other necessities, was not willing to be committed to a single target figure, unrelated to geography, work incentives, and minimum wages, and unaccompanied by any order of magnitude of time of achievement. The final vote had, therefore, a symbolic significance only, representing essentially an endorsement of principles. In some ways, this may well increase its significance. The first priority—need for urgent action—was one which received universal support from panels, from the task forces and from the Conference. You were gracious enough to converse at length on this point with some of the delegates from the Conference. I know that they and their colleagues deeply appreciated the fact that their President shares their concern.

While the recommendations of the Conference are arousing active interest within your Executive Office, in the executive departments, at State level and in both Houses in the Congress of the United States and while I know that under your leadership tremendous strides will be made in the implementation of many or most of them, I believe that the greatest contribution of the Conference may well be of a different order.

The demonstration that, at a time when divisions and confrontations are common in our land, forceful and sometimes militant Americans of all walks of life and persuasion can be brought together and, after spirited discussion, agree on common priorities in the service of the country and of one's fellowman, is deeply reassuring. The fact that conservatives could be shown to display compassion, and a desire for reform, that liberals could be shown to display restraint and responsibility, that the young could work with the middle-aged, that academics could speak in intelligible fashion to the poor, that minorities could see the common interest, that the majority could demonstrate a new concern for the minorities—all this made the meeting, in the words of an eminent bishop, a member of the Conference, "as close to a mass religious experience as any event in [his] lifetime." Scores of letters from participants received since the end of the Conference confirm that this was a very general feeling.

Let me conclude this letter of transmittal by thanking you for the honor you bestowed upon all nutritionists in the Nation, and upon me personally, in asking me to organize the Conference. I want also to express my gratitude for the complete freedom you gave me in selecting the detailed topics and the membership of the Conference, for your continued counsel and support, and for your trust in the soundness of the results. I can think of no historical example of a presidential conference as completely divorced from any partisan influence, as broad in its membership, and as free in its expression as this, the first White House Conference of your administration. All of us who had the privilege to participate in this unique venture hope that you will find its long-term achievements worthy of your confidence.

Sincerely,

JEAN MAYER,
Special Consultant to the President.

THE PRESIDENT,
The White House,
Washington, D.C.

PANEL REPORTS

SECTION 1

Surveillance and Evaluation of the State of Nutrition of the American People

NOTE.—The three panels of Section One met as one group with William D. Carey, Chairman of Panel I–3, as Joint Chairman. In the following pages the report of Panel I–3 is given first.

INTRODUCTORY STATEMENT

Section One on "Surveillance and Evaluation of the State of Nutrition of the American People" wishes to place the strongest possible emphasis on the following working premise.

> **Hunger and poverty exist on a disgraceful scale in the United States. The Nation's conscience will no longer stand for the toleration of these conditions. Funds must be provided to get food to needy people on an emergency basis. The President and the Congress must supply the leadership in closing the hunger gap.**

PANEL I–3: Federal and State Administrative Structure of Monitoring Organizations

Chairman: William D. Carey, Senior Staff Consultant, Arthur D. Little, Inc., Washington, D.C. Former Assistant Director, Bureau of the Budget.

Vice Chairman: John H. Browe, M.D., Director, Bureau of Nutrition, New York State Department of Health, Albany, N.Y.

Panel members

James P. Carter, M.D., Assistant Professor of Nutrition and Instructor in Pediatrics, Vanderbilt University School of Medicine, Nashville, Tenn. (Chairman, Panel I–1).

Father Andrew W. Greeley, Ph. D., Professor of Sociology and Program Director, National Opinion Research Center, University of Chicago, Chicago, Ill. (Vice Chairman, Panel I–1).

Alfred Haynes, M.D., Executive Director, National Medical Association Foundation, Washington, D.C.

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REPORT OF PANEL I–3

Recommendation No. 1: Federal Administrative Coordination

As the Federal Government is now organized for roles and missions affecting food, nutrition, and health, these problems are everybody's business and therefore nobody's. We recognize that this profusion of interests arises from the realization that nutritional fitness intersects with the Government's objectives in promoting health and education, job opportunity, family security, maternal and infant care, early childhood development, income maintenance, food, and agricultural programs and a wide range of efforts to enhance economic opportunity. We do not wish to diminish these interests and energies.

We recommend that presently diffused Federal machinery for dealing in a piecemeal way with food and nutrition as they relate to health be administered hereafter as a total system under clear policy guidance, accountability, program management, and independent mechanisms for evaluation. Balkanization of responsibilities and authorities constitute a serious barrier to a concerted attack on hunger and malnutrition.

Recommendation No. 2: White House Surveillance

The White House Conference will create expectations for a major attack on the problems of nutrition and health. But the history of special commissions, task forces, and White House conferences points clearly to the importance of Presidential leadership and commitment in achieving results through governmental action. In the absence of strong and focused followthrough from the highest level, the work of this Conference may consist largely of talk rather than results.

We strongly believe in the necessity to have a lively and effective presence in the Presidential staff to pursue the recommendations of the Conference with the support and backing of the President.

We recommend that the position of Special Assistant to the President for Nutrition be designated in the White House to follow through in implementing the findings and recommendations of this Conference and to serve as eyes and ears for the President.

Recommendation No. 3: POLICY COORDINATION

Interdepartmental coordination of policies and resources of the executive departments and agencies is essential if there is to be agreement on objectives and priorities for Federal action in the field of nutrition and health. While many departments and agencies can and should be operationally involved in programs and activities to improve nutrition and health, there is a need to focus policy perspectives and overall responsibility at the Cabinet level. Councils and committees chaired by an official of Cabinet rank are not the answer; they lack authority and become bureaucratized.

A clear presidential delegation of prime policy leadership within the executive branch, equated with the role of the Secretary of State in the field of foreign affairs, will be necessary to establish a strong center of policy coordination for food, nutrition, and health.

We recommend that the Secretary of Health, Education, and Welfare be assigned by Presidential Executive Order governmentwide policy and coordinating responsibilities for food and nutrition as they relate to health. We recommend, moreover, the early transfer of the food stamp and food distribution programs to the Department of Health, Education, and Welfare.

Recommendation No. 4: COORDINATION WITHIN THE U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

The Department of Health, Education, and Welfare has at its disposal a remarkably diversified array of programs that have high relevance to nutrition and health. At the same time the Department is an extremely complex organization. The task is to create a mechanism for synthesizing and coordinating research and applied community and individual services provided by this Department.

We recommend that the Secretary of Health, Education, and Welfare direct the Assistant Secretary for Health and Medical Affairs:

(*a*) To establish an Office of Nutrition with the responsibilities of a project manager to formulate and carry through policy priorities across the Department.

(*b*) To plan and implement an effective nutrition surveillance and monitoring system linked with and cooperating with State, county, and local nutrition and health units and with appropriate programs of the Department and other Federal agencies.

Recommendation No. 5: SURVEILLANCE AND MONITORING

Judgments as to the incidence and severity of nutrition and health deficiencies have been based, to a considerable extent, on intuitive knowledge. The need to search out nutrition and health needs of special areas and groups is acute. While there is merit in undertaking a national probability survey, the more urgent and immediate need is for the commitment of resources to high-risk populations and areas in order to define particular problems and responses. This goes directly to the determination of the extent and severity of hunger and malnutrition at its worst, availability of delivery of services, and the initiation of solutions.

We recommend that the Department of Health, Education, and Welfare plan to carry out nutrition surveillance and monitoring aimed at selected target populations and areas, and develop techniques for continuing monitoring systems. Techniques need to be developed for monitoring diets and to identify problems before they become clinically evident.

Recommendation No. 6: PRIORITIES

In designing and carrying out comprehensive surveillance and monitoring efforts, care must be taken against dilution of the financial and human resources that will be available in the early years. This indicates the necessity for making decisions as to priority categories of need. Evidence at hand is sufficient to document the effects of poverty and the enhanced risks to mental and physical development from severe malnutrition during the first few years of life. This risk extends into the period of pregnancy if the expectant mother is unable to provide the infant with sufficient nutrients.

We recommend that in evolving surveillance, monitoring and nutrition services, primary attention be given to the following categories with the poverty population:

(*a*) Preschool children;
(*b*) Expectant mothers;
(*c*) Primary school children; and
(*d*) Other categories of persons with low incomes such as Indians and migrant workers.

Recommendation No. 7: RIGHTS OF PRIVACY AND PARTICIPATION

A high level of professional skill is needed in conceiving, designing, and applying methods for surveillance and monitoring. This professional expertise must, however, be balanced with considerations of individual dignity and choice. It would be tragic if the constructive goals of surveillance and monitoring should be defeated by misguided impositions and intrusions upon individual and community standards.

Such protections must be built into the philosophy of surveillance and monitoring from the very beginning.

We recommend that in designing and implementing surveillance and monitoring systems and procedures, governments at every level take steps to assure:

(*a*) Protection of persons against breach of privacy;
(*b*) Participation of special groups (including the low-income and otherwise disadvantaged) selected as targets for surveys.

Recommendation No. 8: ENHANCEMENT OF ON-GOING PROGRAMS

It is important to recognize that appropriate nutrition surveillance services, evaluation, and education can be applied effectively throughout the Federal food delivery programs and through the federally-aided programs such as head start, day care, parent-child centers, community action, model cities, school lunch programs, maternal and infant care programs and programs for children and youth. It is equally necessary to bear in mind that the Government has a responsibility not only for monitoring diets but also for monitoring the effectiveness of its programs to be sure that they reach the people who are in the greatest need.

Each of the ongoing programs is designed to help a special segment of the population and in general is directed towards those segments of the population that are considered to be high risk from the standpoint of nutritional health. Nevertheless we have reason to doubt that a number of these programs are adequately structured or staffed and funded to provide nutrition surveillance and services commensurate with what is needed.

We must not take for granted the effectiveness of programs now underway.

We recommend that full and effective provision be made for nutrition surveillance, evaluation, and education in Federal food delivery programs and in those federally-aided programs that relate to high risk groups.

Recommendation No. 9: IMMEDIATE VERSUS LONG TERM STEPS

While much needs to be done to close gaps in surveillance and monitoring, the panel has not lost sight of the importance of strengthening and extending direct action efforts to improve nutrition status. Hunger and malnutrition are hard realities with which we must deal. Surveillance and monitoring are important improvements to be sought, but they must not distract attention or resources from the real and present danger of hunger and malnutrition.

We recommend that precedence be given to strengthening and expanding programs and projects that deliver needed health and nutrition services to persons and families while work goes forward on the longer range goals of surveillance and monitoring of nutrition and diets.

Recommendation No. 10: DEPARTMENT OF AGRICULTURE PROGRAMS

The U.S. Department of Agriculture has periodically conducted surveys which have provided valuable information on the patterns of food consumed by families and individuals and indications of the nutritional values of the diets. The Department's food consumption surveys could yield more useful information if conducted more often and if broadened in coverage. The Department of Health, Education, and Welfare should coordinate activities in surveillance with these studies. Both departments would benefit from the present special studies and national nutrition survey that provide sufficient information for immediate action programs. With only modest fractions of eligible people now participating in the food stamp and commodity distribution programs, it is extremely urgent to search out and assist those groups who should be receiving assistance but are not getting it.

We recommend:

1. That the USDA's family, individual, and household food surveys be broadened in coverage and coordinated with nutrition and health surveillance;
2. That the USDA surveys be placed on a 5-year sequence; and
3. That USDA strengthen its ongoing nutrition research programs and take full advantage of its outreach to low income rural and urban families and communities through its cooperative extension service in coordination with other programs serving such families.

Recommendation No. 11: AREA NUTRITION SERVICE CENTERS

There is a need to strengthen and improve the basic role of State and local public health agencies and community organizations in delivery of services in nutrition and health. Until such time as public health and other official and voluntary agencies and medical centers can develop effective intrastate or areawide coordinated programs for delivering educational, health, and nutrition services, there will be a need for developing centers of excellence or area nutrition centers. Such centers should be established in several regions of the United States in the expectation that they can materially expedite the evolution of new surveillance and monitoring systems and act as watchdogs over nutrition services to the poor. They will not replace nor duplicate existing systems for delivering health and nutrition services.

To be effective in its outreach, the center's staff and policymaking body should include persons representative of groups suffering from hunger.

Guided by a parent center at the national level, an area nutrition center should be a place to which poverty groups as well as the health professions can look for a variety of services, education, and consultation in health matters affecting or affected by food. Such a center would help to strengthen and expand existing systems for delivery of health and nutrition services. The center must provide an open hot line between hungry people and the Office of Nutrition. The first goal of the center is to seek out the readily identifiable groups in the population that do not have enough food, then determine how food can be made available to them through existing means and the availability of health services delivery, and use its capabilities to get some action.

The second goal is to improve the quality of and increase participation in existing means for making food and health services available to these groups of people. The third goal is education of the public at the community, family, and individual levels as well as those with public responsibility.

The Office of Nutrition at the national level should have the capability to objectively evaluate the work of the area nutrition centers in terms of recognizable and measurable effectiveness in achieving their goals and missions.

We recommend:

1. That the basic role of State and local public health agencies in nutrition and health be supplemented by area nutrition centers established by grant or contract by the Office of Nutrition with groups judged to have competence;
2. That the centers should provide an open hot line between hungry people and the Office of Nutrition;
3. That these centers assist with surveillance, monitor diets, interpret and disseminate information and data, provide public education, conduct professional education programs, develop new techniques for surveillance, conceive and test programs to combat malnutrition, conduct nutrition-connected behavioral research, supply multidisciplinary teams to work on nutrition problems with target groups, furnish laboratory service to physicians, and establish health service links with the medical profession; and
4. That persons representative of groups suffering from hunger be included in the staff and policymaking arms of the center.

Recommendation No. 12: MANPOWER FOR NUTRITION

During the Panel's consideration of the best means for implementing health-related nutrition surveillance, monitoring, and services, it became acutely aware of the constraint imposed by shortages of trained professional and paraprofessional manpower. The need for manpower to cope effectively with the Nation's hunger and malnutrition seems to have been overlooked. It is grievously plain that nutrition strategies will remain academic if the manpower is not there to implement them.

Substantially increased funds should be budgeted and appropriated for the education and training of public health nutrition personnel and for instituting new types of educational programs of an interdisciplinary kind. The Federal Government must take the lead in creating from scratch a national nutrition manpower system including paraprofessional personnel.

We recommend:

1. That the Federal Government provide substantially increased funds for education and training of dietetic and public health nutrition personnel; and for instituting joint programs in medicine and human nutrition among graduate schools of public health, medicine, allied health, dentistry, nursing, and home economics; and
2. That the Federal Government take the lead in creating a national manpower system to achieve impact on nutrition health problems through training and upgrading of paraprofessional personnel, making full use of vocational education, technical institutes, junior and community colleges, extension service aides, and other programs.

Recommendation No. 13: OFFICE OF ECONOMIC OPPORTUNITY

Most Federal departments and agencies that are well-established encounter difficulties in undertaking experimental, innovative programs and projects with a large element of risk and uncertainty. A major exception is the Office of Economic Opportunity. It has within its charter and mandate to do things differently and to try the untried. If it is not crippled by legislative changes, this agency has an enviable opportunity to break through traditional and conventional processes in meeting the problems of hunger and malnutrition.

We recommend that the Office of Economic Opportunity give special emphasis in its experimental and innovative programs to providing:

(*a*) Nutrition services and education to the poor;

(*b*) Strengthened nutrition components in its multipurpose neighborhood centers and comprehensive health centers;

(*c*) Increased research and development on hunger and malnutrition among the poor; and

(*d*) Direct food delivery programs wherever on-going food stamp and commodity distribution programs are not effective.

Recommendation No. 14: STATE GOVERNMENTS

Most of the demand for improved measures to deal on a major scale with hunger and malnutrition is concentrated upon the Federal Government. Yet there is a growing sense that the Federal Government is not organized or equipped to come to close grips at the community, neighborhood, and family levels with these problems. The State and local levels are where the action is. Administration must recognize this fact and respond to it.

As the Federal Government revises and improves its administrative capabilities in the field of nutrition and health, we look equally to State government to do likewise.

We recommend:

1. That the Governor of each State establish a major unit concerned with surveillance and monitoring of nutrition and diets and the delivery of applied nutrition programs, and that the U.S. Department of Health, Education, and Welfare provide financial and technical assistance in establishing such organizations; and
2. That the State legislatures assign to appropriate committees the responsibility on a continuing basis to investigate the facts regarding hunger and malnutrition and to aid in determining nutrition goals, priorities, and programs through the legislative process.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL I–3: Federal and State Administrative Structure of Monitoring Organizations

Recommendation No. 2

The task force repeats its request that the panel add: "The special assistant shall publish and send quarterly reports to all the participants of the Conference."

Recommendation No. 5

The task force repeats its earlier admonition, which it feels must be emphasized: "Until all the action needs of the programs are met, such surveys shall be established only within the action programs, shall be run by the participants and the recipients of the programs, and shall consume only a small percentage of the total action budget."

Recommendation No. 6

The task force recommendation on reordering priorities went unheeded. The task force recommends "that in evolving surveillance, monitoring, and nutrition services, priority within available funds and manpower should be: (1) All categories of persons with low incomes; (2) preschool children; (3) expectant mothers; (4) primary school children."

Recommendation No. 10

The task force recommendation "that all service programs be moved to the Department of Health, Education, and Welfare" was ignored.

Recommendation No. 11

The Panel ignored the task force recommendation "that the basic role of State and local public health agencies in nutrition and health be supplemented by area nutrition centers established by grant or contract by the Office of Nutrition, with groups judged to have competence. In areas where State and local agencies do not provide adequate or equitable services to all, contracts may be made directly with organized local groups of nutritional or health service recipients."

PANEL I–1: A Continuing Monitoring System of Dietary and Nutritional Evaluation.

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REPORT OF PANEL I–1

General Responsibility

All members of the Panel agreed there are two basic objectives for which we should strive:

1. Monitor: evaluate and re-evaluate nutritional status of samples of Americans to measure effectiveness of programs being applied to improve nutritional status.
2. Surveillance: comprehensively evaluate the population at large to identify potential problems before many people are affected and to provide a continuing reference base.

The Panel acknowledges that people may be at nutritional risk for physiologic, biologic, or economic reasons.

Recommendations:

The role of nutritional surveillance and monitoring systems must be to gather data that will serve as the basis of applied nutrition programs aimed at the improvement of the nutritional status of the American population with emphasis on the poor. For this reason:

It is recommended:

> That monitoring be done on carefully selected samples of subgroups within the population known to be at high nutritional risk. Groups such as the preschool child, pregnant women, primary school children, adolescents, and the aging are examples.
>
> That nutritional surveillance and monitoring systems receive no greater emphasis and a small fraction of the financial support that the remedial programs do. Clearly, nutritional surveillance has a lower priority than food distribution and other action programs.
>
> That these studies be completed, if possible, by the area nutrition service centers in collaboration with State and local health depart-

ments or other agencies or institutions rendering health and welfare services; and that they be done with the highest possible degree of standaridization of measures and with the greatest respect for the integrity and privacy of the respondents. That in the process of conducting surveillance, the area centers strengthen the nutrition service components of these programs. The panel wishes to convey a sense of urgency about setting up a surveillance and monitoring system.

That the community be involved in nutrition monitoring and where possible, monitoring systems be integrated into existing programs such as Head Start, parent-child centers, day care centers, maternal and infant care centers, and children and youth clinics. We also recommend that the area nutrition service centers assist in the coordination of the nutrition components of these programs.

That indices such as birth weights, income levels, infant mortality rates, heights and weights of school children be used to locate geographic areas where individuals and families at high risk are more likely to be found.

That an estimate of the state of the Nation's nutrition be obtained. This estimate or national probability survey could be used to monitor changes in the Nation's nutritional state and provide an estimate of the nutritional status for the entire population. This estimate can be derived by coordinating the USDA food consumption surveys and the national nutrition survey. Completing a national estimate or national probability survey is of a lower priority than the surveillance and monitoring of high risk groups.

Dietary

It is recommended:

That the existing methods for collecting dietary intake information at the national level be continued with the following modifications: that the USDA's individual and family and household food consumption surveys be conducted every 5 years, and that the data from these surveys be interpreted for use as rapidly as possible since they may serve as descriptive of the food intakes of groups of people who may need further evaluation.

That Federal health programs should include appropriate dietary intake monitoring systems as well as nutrition services and education programs.

That area nutrition service centers in cooperation with State, local, and community groups monitor: (1) The dietary intake of groups at high nutritional risk; (2) the food service and nutritional quality for such critical areas as prison, mental institutions, nursing homes, homes for the aged, hospitals, school feeding programs; (3) food distribution and delivery systems; (4) nutrition services in departments of welfare at the State and local levels; and (5) the quality, safety, and handling of food in the various governmental distribution programs.

That research effort be directed toward the development of more effective methods of obtaining and processing dietary intake information with care being taken to note the difference between the uses of information obtained by a 24-hour recall and a more detailed dietary history. The methods should be designed to: (1) Monitor the effectiveness of existing action programs; (2) detect problems in high risk groups; and (3) serve as a basis for developing remedial programs in education, intervention, and supplementation. These methods should be so designed that: (1) Data are programed and readily available and can be interpreted for use at the local level; (2) data collected by a variety of personnel in disparate locations are comparable; and (3) different methods may be adapted for use by professional nutritionists or by technically trained aides.

Clinical and Laboratory

Clinical and laboratory procedures for the detection of malnutrition generally fall into categories. There are those procedures that have regional application, those that have nationwide application, and those that may be used to monitor a situation considered adequate.

It is recommended: That the choice of clinical and laboratory procedures for the detection of malnutrition be flexible and determined by the character of the study population. In both the area nutrition service centers and on the national scale, the personnel responsible for surveillance should only emphasize those procedures that will provide the data necessary to detect malnutrition.

Anthropometrics

Anthropometry is pertinent to assessment of nutrition and health. A complex longitudinal procedure is not justified at this time. Alternatively, a cross sectional approach, directed toward individual groups at high health risk, is desirable. A carefully conceived and closely directed program will yield information that reflects with meaning health and nutrition status. Special emphasis must be directed toward infants and children, but values on parents will appreciably assist in evaluating the offspring.

It is recommended: That anthropometric measurements pertinent to the assessment of nutritional status be included in nutrition monitoring programs.

Medical

Periodic health examinations are essential to detect medical disorders that may arise from or contribute to poor nutrition.

It is recommended: That physical examinations and medical histories be obtained on persons participating in nutrition surveys, with length and detail of examination determined by the purpose of the survey.

Dental Evaluation

Clinical evaluation of dental and oral health is a significant part of nutrition surveillance. Many well-known signs of malnutrition can be seen in the lips, mucosa, tongue, gingivae, and teeth. The relationship between diet, in particular the fluoride and carbohydrate component, and dental caries, has been established beyond any reasonable doubt.

It is recommended:

That nutrition surveys supply information on the status of dental health and an evaluation of the effectiveness of corrective measures.

That dentists be associated with the area nutrition service centers.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL I–1: A Continuing Monitoring System of Dietary and Nutritional Evaluation

The task force feels that more emphasis could be placed upon the points enunciated in the priority statement. Those points are:

1. That priority be put on action programs rather than surveys.
2. That evaluation be carried out within these action programs, largely by those actually conducting and involved in the programs.
3. That only a small fraction of the overall budget be allocated to survey or evaluation.
4. That no new, extensive and expensive nutrition administrative superstructure be devised, but that all programs be integrated where possible into existing locally-based organizations, particularly those already designed for comprehensive health care.

PANEL I–2: Standards of Dietary and Nutritional Evaluation

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REPORT OF PANEL I–2

Recommendation No. 1

It is clear that data obtained in surveillance and monitoring activities must be evaluated according to some generally accepted standards. However, it is also clear that the standards utilized must be appropriate for the particular methodology employed. They must be continually modified and updated as information and methodology improves. The national nutrition survey has developed standards for the evaluation of biochemical and clinical examinations which are based upon long experience in nutrition surveys and, although not entirely satisfactory, represent the best standards currently available for general nutrition surveys.

It is recommended: That the standards for the evaluation of biochemical and clinical examinations currently employed by the national nutritional survey be adopted for use in the immediate future. We further recommend that such standards be continually re-evaluated, modified and updated by competent and independent groups as methodology changes and additional experience in their application is gained.

Recommendation No. 2

The Panel wishes to emphasize, however, that the situation with regard to methods and standards is far from satisfactory. Many of the methods currently employed are insufficiently sensitive, cumbersome, tedious and expensive. Micro and automated methods are needed. Methods and standards for the evaluation of nutritional status with regard to some nutrients which may well be of public health importance in the U.S. population are simply inadequate. These include nutrients, such as vitamin B6 and folic acid, for which we have inconclusive evidence of the extent or seriousness of the deficiencies in the United States. Finally, there are other nutrients, such as some of the trace minerals, which are thought by some to be of health significance in the United States but for which data are so fragmentary that no real evaluation can be made. Furthermore, the Panel notes that research directed toward the development of new and improved methodology for the evaluation of nutritional status is very poorly supported and scarcely being pursued in the United States.

It is recommended: That additional financial support and other means be found to encourage the laboratory work and field trials which are essential for the development of improved methods, the expansion of surveillance activities to cover additional nutrients, and the development of appropriate standards of evaluation. This should include adequate investigation to establish the quantitative requirements of all essential nutrients.

Recommendation No. 3

General nutrition surveys are of necessity often limited by time, money, and personnel. Specific nutrition problems usually cannot be studied in depth. We wish to emphasize that evidence currently available does identify certain specific nutritional problems in certain areas and certain segments of the population. For example, iron deficiency is known to be a general problem in young children, adolescent girls and women in the child-bearing age and is not limited to poverty groups. The total food supply is inadequate in some groups and current programs are not adequately utilized. Areas in which vitamin A deficiency, vitamin C deficiency, iodine deficiency, and riboflavin deficiency are worthy of attention are now known and others can be predicted from data being accumulated.

When such specific problems are identified, primary effort is then required to evaluate the problem in greater depth, to design methods of alleviating the problem and to test suggested solutions. These approaches will often utilize special target groups, specialized methods and more rigorous standards of design and evaluation. These kinds of efforts deserve priority over the general monitoring of nutritional status in the population groups under study.

It is recommended: That as the evidence accumulates that identifies specific nutrition problems and methods of alleviating these problems are proposed, priority be given to problem-solving activities rather than general monitoring of the population groups involved.

Recommendation No. 4

A characteristic of data obtained in evaluating nutritional status is that a continuum of values is obtained that range from those easily identified as abnormal to those generally accepted as normal. For example, hemoglobin values in women may vary from 3–4 gm. percent (severely anemic) to 13–14 gm. percent which is obviously normal. Levels of nutrients in the serum may vary from levels that are not detectable to those observed when very high intakes are consumed. Weights of children may vary from those seen in gross undernutrition to frank obesity.

It should be recognized that these kinds of data are quite different from those found, for example, in studies of communicable disease in which the findings are reported as either positive or negative.

Data obtained in nutritional surveillance activities, therefore, will rarely yield information on the numbers who are or are not malnourished. Rather, the data indicate relative degrees of risk that an individual may or may not be malnourished. Furthermore, it will be clear that in any surveillance activity some of the values obtained will be influenced by errors in measurement or recording. Some will be due to inherent biological variability in the population under study.

Unfortunately, in any general public health activity there is also some irreducible minimum of disability that will remain even in the presence of effective programs. How then should a decision be reached as to whether or not a problem is of sufficient magnitude to warrant institution of new programs? Such decisions presumably will depend upon the seriousness of the disease, the inherent variability encountered in the population, the accuracy of the method of assessment, the effectiveness and cost of the program and other matters. The Panel can find no evidence that this problem has been seriously considered by any competent group.

It is recommended: That guidelines be formulated that will indicate to those interested in nutritional assessment of population groups reasonable "cut-off points" to determine whether or not the nutritional problems encountered are of sufficient magnitude to call for remedial programs.

Recommendation No. 5

The evaluation of dietary histories involves unsolved problems. The objective sought is to determine the average food and nutrient intake of the individual being interviewed. However, only under exceptional conditions can this be done. Since diets vary from day to day and over longer periods of time, most dietary histories are estimates of intake over a limited period of time.

Furthermore, it has so far been impossible to estimate the accuracy of dietary information. Undoubtedly this will vary with the competence of the interviewer, the time allowed for the interview, the nature of the questionnaire or instrument used, the variety and nature of the diet, the personality of the subject being interviewed, and other factors.

We also assume that the nutritional needs of individuals of similar age and sex may vary substantially. These kinds of factors presumably explain why individuals may be characterized quite differently by biochemical and clinical studies than by dietary history. The Panel concludes that a diagnosis of malnutrition cannot be made by dietary history alone.

On the other hand, dietary histories of a relatively homogeneous group of people will suggest ordinarily the same kinds of nutrition problems as do other methods of evaluation. Dietary information is also essential to reveal the nature of the foods being consumed, meal patterns, the nature of foods purchased and food preparation. These kinds of information are essential in order to provide advice to homemakers and for the development of appropriate nutrition education programs, fortification programs or other types of remedial programs.

The Panel notes that the analysis of foods to determine their nutrient content has not received adequate attention in recent years. At the same time new varieties of crops have been introduced; methods of harvesting, distribution, and processing have changed and many new food products have appeared on the market. Until adequate information is available data derived from dietary histories will be limited to a greater or lesser degree.

It is recommended:

> That in surveillance and monitoring activities, dietary information will be most appropriately utilized by comparing the mean intakes of nutrients or foods of relatively homogeneous groups. Such groups may be selected according to age, sex, area, income level or any other parameters which seem useful. However, reporting the number of individuals who fail to meet a selected standard will usually be misleading since the less accurate the data, the more individuals falling below the standard will be found.
>
> That efforts to obtain additional information upon the composition of foods should be strengthened, and the content of all essential nutrients should be determined.

Recommendation No. 6

The most widely used standards in the United States for the evaluation of dietary information have been the Recommended Dietary Allowances established by the Food and Nutrition Board of the National Research Council-National Academy of Sciences. It has also been pointed out that these have often been misused and incorrect inferences drawn from such use. The RDA are believed to be above the average requirement so that, if these levels of intake are achieved, there will be practically no risk that anyone in the population will be inadequately nourished. This obviously means that most people may consume less than the RDA and still be adequately fed.

There is not universal agreement that the RDA are entirely defensible. The RDA's for some nutrients are more open to question than others. This is indicated for example, by substantial disagreements between the RDA for some nutrients and similar standards proposed by competent scientific groups in other countries. However, the Panel finds it impossible and, indeed, considers that it would be unwise for it to propose alternate recommendations. We also recognize that the RDA are subjected to periodic revision by the Food and Nutrition Board.

It is recommended: That the nutrient intakes of groups of individuals be assessed by comparison with the Recommended Dietary Allowances fully realizing that intakes below these levels are not necessarily indicative of malnutrition.

COMMENTS OF CONSUMER TASK FORCE

SECTION 1: Surveillance and Evaluation of the State of Nutrition of the American People

We favor the prompt transfer of the food stamp program from the Department of Agriculture to the Department of Health, Education and Welfare.

Official standards of dietary allowances should be clarified. This is essential to increased consumer understanding of nutrient descriptions which we recommend be placed on labels and packages.

APPENDIX FOR RECOMMENDATION NO. 8

In the time available, it is impossible to estimate with any degree of accuracy the needs for services in terms of dollars and the manpower requirements which are in deficit as judged against current estimates of availability of manpower. Certain specifics, however, do give broad general indications as to funding requirements necessary to meet the needs for minimally acceptable maternity services, on a comprehensive multidisciplinary basis, and to give basic well-child services during the first 5 years of life. The following estimates have been developed against a base of live births, per year, from Bureau of the Census projections (Attachment No. 1).

The presently functioning Maternity and Infant Care projects used as a model have been used as a basis of reference because of the 5-year experiential background with this program. A breakdown of this program cost is as follows:

Per year per patient for basic maternity coverage	$300
Matching (local)	100
Title XIX	100
Per year per infant	100
Per patient per year physician services	120
An estimated figure to include obstetricians, generalists, residents and interns and which is in addition to the physician services included in the $300 per year basic cost. This addition is necessary in that the $300 basic cost does not include adequate fee for services.	
Dental services per patient per year	100
This amount to meet basic needs and does not include restorative services except on an emergency basis.	
Per patient per year for nutrition services to meet the deficit in nutrition counseling currently available	20
Per patient per year for MSW services to meet the deficit in MSW counseling currently available	20
Per patient per year for nursing services to meet the deficit in nursing counseling currently available	50
Per patient per year for family planning directly related to Maternity and Infant Care services	20
Per patient per year to cover secretarial, clerical, statistical, reporting, homemaker services, baby sitting, transportation, etc	70
Total	1,000
This total does not include an estimate for indirect cost.	

Attachment No. II outlines the manpower requirements and estimated cost in support of nutrition personnel needed.

Attachment No. III is an estimate of the requirements for medical social work services for the training of the necessary personnel to support projected needs.

An estimate of physician, resident and intern requirements has not been attempted because of a lack of time and the lack of availability of definitive information in this area.

Attachment No. IV, together with a previously submitted document, indicates the magnitude of a deficit in this area.

Attachment No. V briefly outlines the dental requirements.

Based on the projections of the number of patients with incomes under $5,000 contributing to the annual total live births, the following appears to be an appropriate cost projection:

> Assuming the known 120,000 low-income patients presently covered under Maternity and Infant Care projects, and an indoctrination period to institute an escalation of existing programs, a minimum of 18 months would be required to develop this escalation to the level of caring for 325,000 patients. Further, this assumption is based on the immediate availabity of sufficient funds to institute training programs commensurate with immediate needs and the development of appropriate programs in areas of priority needs. Thus, on this basis, during fiscal year 1971 and 1972, to meet the requirements for services only for 325,000 patients would cost $325 million. This number of patients is 1,075,000 short of the projected live births to families with an income of less than $4,800.

An escalation to 950,000 patients in 1976–1977 costing $950 million would be approximately 650,000 patients less than the projected requirements. To meet the projected needs of 1,900,000 patients with incomes under $4,800 by fiscal year 1980–81 would require a funding of $1,800 million based on current cost.

To meet the manpower requirements to meet the above projected needs, as suggested in the attachments, together with crude estimates of physician requirements as well as others, it would require a funding effort in support of universities, colleges and medical training centers of approximately 150 to 175 million dollars annually. This estimate does not include medical students, student nurses and others in basic preliminary training areas.

In view of the above, a funding input of not less than $500 million is minimally necessary if appropriate services and manpower developments are to be made available commencing in fiscal year 1972.

The communication submitted to you by the Vice Chairman of the Panel carefully reviews the serious problem entailed in estimating manpower needs.

Anesthesiology.—At a meeting of the Obstetrical Committee of the American Society of Anesthesiology (June 1967), it was indicated that at the current output of trained anesthesiologists, it would take approximately 25 years to meet current needs. The information, relative to cost indicated earlier in this memorandum, includes very little obstetric anesthesia and an extremely small percent of that given is by properly qualified individuals. Information is not immediately available as to estimated cost of training adequate personnel if such programs could attract physicians into this area of specialization. Further, once attracted into anesthesiology, current practices tend to make obstetric anesthesiology less than desirable.

Obstetrical Residents.—An estimate by the Committee on Residency Training of the American College of Obstetricians and Gynecologists indicates that at current training levels, without an increased patient load, approximately 22 years would be required to fill existing requirements. With a projected increase of approximately 35 percent (from 1967 deliveries of live births of 3,521,000) to well over 5 million deliveries in 10 years, the demands upon obstetric coverage are impossible to meet with current training efforts. Furthermore, it has been clearly stated by the Committee on Residency Training of ACOG that new inducements, and more attractive programs of training, must promptly be instituted or the deficits in residency applications in obstetrics will increase.

Attachment No. VII outlines minimally acceptable nursing services to meet the indicated needs of 1,400,000 patients assuming no current nursing staff available. Unfortunately, this material was proposed to show total needs and is not offered as an additive to existing nursing services available.

Pediatric Care.—The well-child care is projected in Attachment No. VIII. The initial projection of 325,000 infants is covered in the basic estimate of $1,000 per year per patient. In addition to this basic cost for the first year of the infant's life, Table VIII indicates the projected requirements for a 10-year period. The dollar costs are estimated on the basis of $100 per infant per year to age 5.

Facilities.—An extremely major deterrent to the adequate care of existing patients, as well as any projected increase, concerns the inadequate facilities necessary to deliver the services proposed. Very few existing medical centers, community hospitals and health departments have facilities even minimally acceptable to meet existing, as well as projected needs. The critical necessity for satellite clinics, the problem of delivering adequate services in rural areas, presents critically different problems than reaching concentrations of patients in urban or major suburban areas.

Attachment No. 1: *Number of Live Births*

This Census Bureau report presents four principal series of projections of the population of the United States by age, sex, and color, for 1967 to 1990. For present purposes, only the live births for the fiscal years 1967 through 1981 are shown. The four series are based on four series of assumptions.

SERIES A.—This series continued the high fertility of cohorts experiencing, during their major childbearing ages, the high rates of the post-World War II years, particularly the rates of the mid-1950's. The completed fertility rate was just above 3,350 children born by the end of childbearing period per 1,000 women. This series is termed high by census statisticians, and is unrealistic in the light of present trends.

SERIES B.—Series B and C were designed to bracket the "most likely" expectations of women regarding completed family size, based on special Scripps Foundation studies. Series B is considered a moderately high series in that it presumes only a modest drop from the levels of fertility in the last decade. The terminal completed fertility was assumed to be 3,000 per 1,000 women.

SERIES C and D.—The terminal levels of series C and D are specifically based on the assumption that fertility will drop to some level commensurate with the levels observed during the 50 years preceding the large postwar rise in fertility. Series C is considered a moderately low series, and the completed fertility level was set at 2,775 children per 1,000 women. In selecting the terminal level of series D, the low series, it was deemed desirable to choose the lowest level experienced by earlier cohorts born during the past several decades, excluding the cohorts which were affected primarily by the very low fertility rates of the depression. These cohorts were avoided because it seemed extreme to assume that fertility would fall as low as the level of the cohorts which experienced most of their childbearing during the depression. The completed fertility to series D was set at 2,450 children per 1,000.

Attachment No. 2

Using the model of the maternity and infant care project for the delivery system, the following are estimates of numbers and cost of nutrition personnel needed to serve approximately 1 million low-income[1] women (15–44 years) during and after their pregnancy and their infants through 5 years of age.

As you perhaps know, the nutrition profession has never been able to have a manpower study funded as have so many of the other disciplines. Thus, this material is a rough estimate.

For each 1,000 patients (mothers, infants, and children 1–5 years) we suggest the following staffing pattern based on experience to date:

1/10 public health nutritionist (1/10,000 population)
2 clinic nutritionists (clinic dietitians)
1 dietary technician
2 aides
1/4 home economist

Using the above ratio to serve 1 million patients (mothers, infants, and children 1–5 years) the following are estimated numbers that would be needed:

100 public health nutritionists
2,000 clinic nutritionists
1,000 dietary technicians (2-year community college graduates)
2,000 aides
250 home economists

Estimated yearly cost of salaries for this number of nutrition personnel is $33.2 million. Additional funds would need to be budgeted for clerical support, travel, and other necessary expenses.

In 1966, there were approximately 30,000 dietian/nutritionist professionals serving the U.S. population in hospitals, industry, schools, government, etc. (approximately 1/6,500 population). Less than 10 percent of these (30,000) function in the area of community nutrition (Public Health).[2] At the present time there are approximately 325 positions budgeted for nutrition personnel in the M. & I. and C. & Y. projects.

To provide and maintain a desirable quality and quantity of nutritional care for these low-income mothers, their infants and children at high risk, we would need to train the following levels of nutrition workers each year:

100 additional public health nutritionists
1,000 additional clinic nutritionists (clinic dietitians)
1,000 dietary technicians (none presently available)
1,000 aides
100 additional home economists

Estimated cost of this training would be approximately $6 million per year (over and above present expenditures).

Attachment No. 3

Experience with the maternity and infant care projects suggests that for 1 million maternity patients and their infants 1,000 trained social workers with an MSW degree would be required. In addition, it is estimated that there would be needed 2,000 untrained social workers. This is at the rate of 1 MSW and 2 BA level social work personnel per 1,000 patients.

Training cost for the MSW for the required 2 years would be $8 million. This would fund 71 schools of social work with one project for each school at an estimated $55,000 per project. This would include stipends for eight students, faculty, and clerical staff. The total number of students in each year of the 2-year curriculum would be approximately 570 students per year.

The cost for educating the BA level social work for the 4-year undergraduate course is estimated to be $25 million for 2,000 students. Additional faculty and clerical staff would add an additional $4 million. This is based on one faculty for every 10 students.

Inservice training and education for all staff, including volunteers and community aides, is estimated on the basis of $300 per year per person, estimated cost $900,000 plus $300,000 for 1,000 volunteer and community aides, or a grand total of $1,200,000. Total estimated cost $38,200,000.

Attachment No. 4: *Concerning Maternal and Child Health Manpower*

Physicians and specialists.—Among the States, the supply of physicians varies with State financial resources. The relationship is illustrated broadly by comparison of physician-population ratios of high, middle, and low per capital income groups of States. In low per capita income States the physician population ratios in 1964 were 30–40 percent below national average; middle per capita income States somewhat less so, while the ratios for the high per capita income group of States were 18–30 percent above those for the country as a whole. This regressive distribution was more marked in the specialities in the field of maternal and child health, notably obstetricians, anesthesiologists, and pediatricians, than for physicians generally.

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[1] Less than $4,800 per year income.

[2] From PHS–DAHM, BEMT, 1969—Number of Ratios of Dietitians/Nutritionists in the United States 1960, 1966, 1975. (Unpublished.)

TABLE 1

Type of physician-population ratio	Per capita income group of States (1962–64)			
	United States (51)	High (17)	Middle (17)	Low (17)
Physicians (M.D.'s and D.O.'s) per 100,000 population	143	169	132	102
Index	100	118	92	71
Obstetricians and gynecologists per 10,000 total births (live and still)	374	467	315	260
Index	100	125	84	70
Anesthesiologists per 100,000 population	405	517	341	248
Index	100	128	84	61
Pediatricians per 10,000 children under 15	246	320	190	169
Index	100	130	77	69

Although significant variation with State financial resources is evident within the income groupings of States, there are marked differences among States.

Population growth and medical manpower needs: In 1964, physicians in the United States (50 States and District of Columbia), outside of Federal service, numbered 272,079 or 143 per 100,000 population. With projected growth in total population of 7 percent by 1970 and 15 percent by 1975, an estimated 316,370 physicians will be needed in 1975 merely to maintain the national physician-population ratio at the present level (143 per 100,000). Public Health Service medical manpower projections envision a somewhat larger supply than 316,370, but not enough larger to make possible a ratio in every State, in 1970 and 1975 at the national average level of 1964. To provide a floor at 143 per 100,000 in each State for the physician-population ratio, would require at the present time a 40 percent increase in non-Federal physicians in the low per capita income States, 8 percent increase in middle per capital income States amounting at the national level to a 9 percent increase in total number of non-Federal physicians (M.D.'s and D.O.'s).

Similarly for full-time non-Federal pediatricians, to equalize the ratio to child population under 15 years among States at the present time, a 46 percent increase in these specialists in low per capita income States, 29 percent in the middle group, and a United States average increase at 14 percent is called for. Estimates for obstetricians and gynecologists, and for anesthesiologists, to accomplish a more even distribution of these specialists among States are shown in table 3.

TABLE 3.—*Additional non-Federal physicians and full-time specialists needed to equalize physician-population ratios among States, 1964*

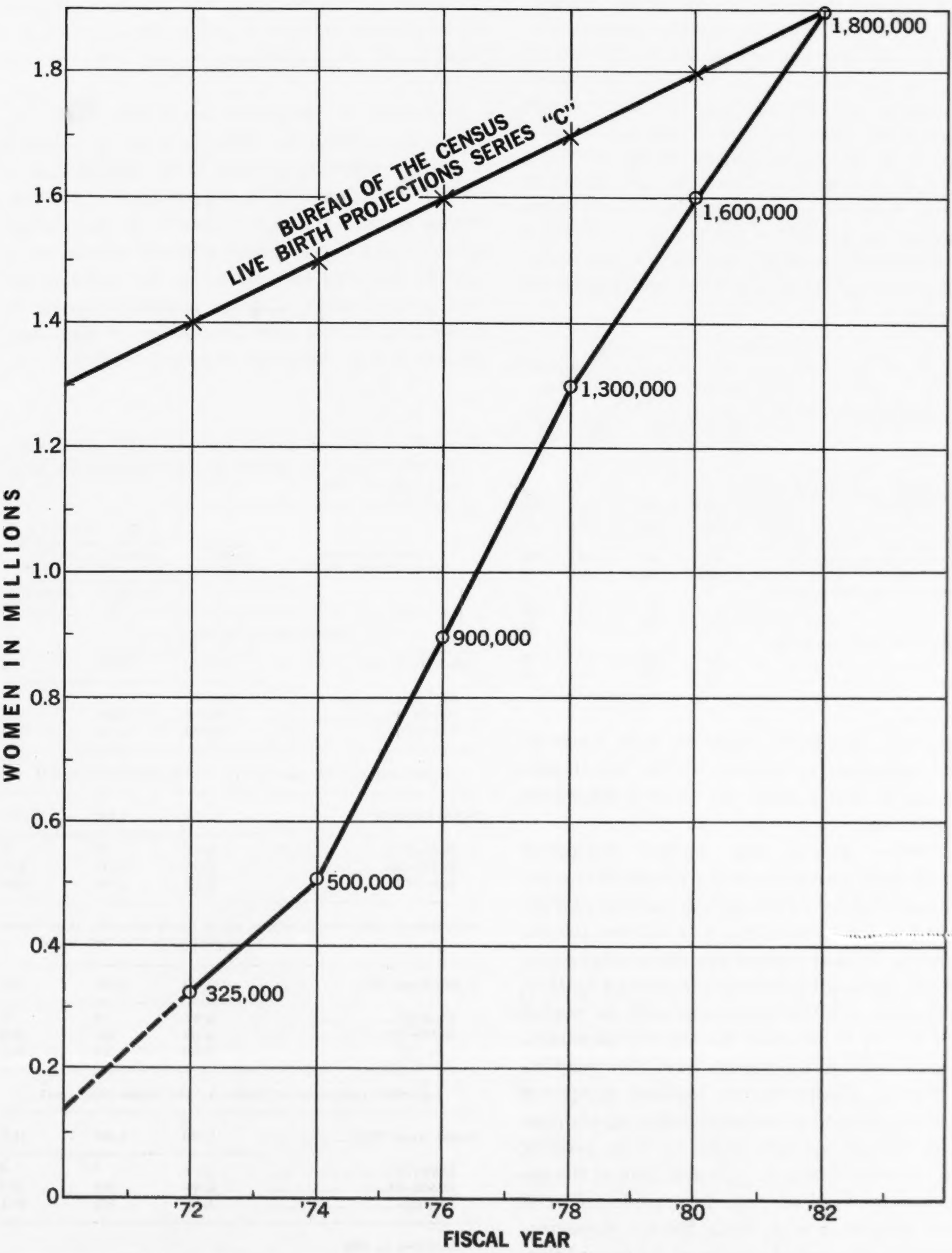
Per capita income group of States, 1962–64	Actual, 1964 [1] number	Additional needed to provide a State floor for physician-population ratios at 143 per 100,000	
		Number	Percent
PHYSICIANS (M.D.'S AND D.O.'S) [2]			
United States (51)	272,079	24,937	9.2
High (17)	159,810	0	0
Middle (17)	63,445	5,231	8.2
Low (17)	48,824	19,706	40.4
PEDIATRICIANS: STATE FOR—24.6 PER 100,000 CHILDREN UNDER 15			
United States (51)	13,726	1,952	14.2
High (17)	8,469	0	0
Middle (17)	2,702	787	29.1
Low (17)	2,555	1,165	45.6
OBSTETRICIANS AND GYNECOLOGISTS: STATE FLOOR—37.4 PER 10,000 TOTAL BIRTHS (LIVE AND STILL BORN)			
United States (51)	15,318	1,844	12.0
High (17)	9,295	0	0
Middle (17)	3,181	591	18.6
Low (17)	2,842	1,253	44.1
ANESTHESIOLOGISTS: STATE FLOOR—4.1 PER 100,000 POPULATION			
United States (51)	7,726	1,060	13.7
High (17)	4,900	0	0
Middle (17)	1,639	306	18.7
Low (17)	1,187	754	63.5

[1] As of Dec. 31, 1964.

[2] Physicians are non-Federal. Specialists are full time in specialty specified.

Source: Public Health Service, National Center for Health Statistics.

CHART 1


BUREAU OF THE CENSUS
LIVE BIRTH PROJECTIONS SERIES "C"
1,800,000
1,600,000
1,300,000
900,000
500,000
325,000
WOMEN IN MILLIONS
0
0.2
0.4
0.6
0.8
1.0
1.2
1.4
1.6
1.8
'72
'74
'76
'78
'80
'82
FISCAL YEAR

The increases just described stem from need for more nearly balanced distribution of health manpower resources among States. Except as noted above for physicians (M.D.'s and D.O.'s), they make no provision for maintaining prevailing ratios during the oncoming increases in population.

Increases in numbers of full-time non-Federal obstetricians and gynecologists and in anesthesiologists, in 1970 and 1975, relative to 1964, in order just to sustain the 1964 national ratios (37.4 per 10,000 total births and 4.1 per 100,000 population, respectively) are estimated as follows:

TABLE 2

Year	Obstetricians and gynecologists		Anesthesiologists	
	Number	Percent increase from 1964	Number	Percent increase from 1964
1964	15,316		7,726	
Projected:				
1970	16,827	9.9	8,333	7.9
1975	18,463	20.6	8,960	16.0

The increase indicated, on the one hand to equalize distribution among States, and the other to provide for projected growth in population, refer to programs of services as operating in 1964. With development and expansion of new types of programs the requirements for medical and related manpower will be further increased. To what extent, will turn on the specifications of the new programs.

SECTION 2

Establishing Guidelines for the Nutrition of Vulnerable Groups (With Special Reference to the Poor)

PANEL II–1: Pregnant and Nursing Women and Young Infants

Chairman: Charles U. Lowe, M.D., Scientific Director, National Institute of Child Health and Human Development, National Institutes of Health, U.S. Department of Health, Education, and Welfare, Bethesda, Md.

Vice Chairman: Howard N. Jacobson, M.D., Department of Obstetrics, School of Medicine, Harvard University, Boston, Mass.

Panel members

Herbert Birch, M.D., Ph. D., Chairman, Department of Pediatrics, Albert Einstein Medical School, Yeshiva University, New York, N.Y.

Ruth Brennan, Nutrition Supervisor, St. Louis County Health Department, Clayton, Mo.

David B. Coursin, M.D., Director of Research, St. Joseph's Hospital, Lancaster, Pa.

Charles Flowers, M.D., Chairman, Department of Obstetrics and Gynecology, University of Alabama, Birmingham, Ala.

Robert Frazier, M.D., Executive Director, American Academy of Pediatrics, Evanston, Ill.

Paul Gyorgy, M.D., Professor Emeritus of Pediatrics, Philadelphia General Hospital, Philadelphia, Pa.

Dorothy Haener, International Representative, Women's Department, United Auto Workers, Detroit, Mich.

Robert W. Harkins, Ph. D., Director of Nutritional Research, Ross Laboratories, Columbus, Ohio.

William James McGanity, M.D., Professor and Chairman, Department of Obstetrics and Gynecology, University of Texas Medical Branch, Galveston, Tex.

Mary Ann Marshbourne, Nutrition Consultant, Division of Health, Florida Department of Health and Rehabilitative Services, Jacksonville, Fla.

Rodney Powell, Director, South Central Multi-Purpose Health Center, University of Southern California, Los Angeles, Calif.

Henry Ricciuti, M.D., Professor of Child Development and Family Relations, Graduate School of Nutrition, Cornell University, Ithaca, N.Y.

Gabriel Stickle, Executive Director of Medical Programs, The National Foundation, New York, N.Y.

Pearl M. Tang (Mrs. Thomas Tang), M.D., Director, Bureau of Maternal and Child Health, Maricopa County Health Department, Phoenix, Ariz.

Consultants

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Mrs. Constance Carroll, Philadelphia, Pa.

Helen C. Chase (Mrs. Donald Chase), D.P.H., statistician, Office of Health Statistics Analysis, National Center for Health Statistics, U.S. Department of Health, Education, and Welfare, Washington, D.C.

Mary C. Egan, Chief, Maternal and Child Health Service, Health Services and Mental Health Administration, U.S. Department of Health, Education, and Welfare, Washington, D.C.

Rita Hauser (Mrs. Gustave M. Hauser), U.S. Representative of United Nations Commission on Human Rights and U.S. Alternate Representative to 24th session of United Nations General Assembly, New York, N.Y.

Mary N. Hilton (Mrs. Howard J. Hilton), Deputy Director, Women's Bureau, U.S. Department of Labor, Washington, D.C.

George S. Peopples, advisor, Community Consumer Education, Philadelphia, Pa.

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Winslow Tompkins, M.D., Consultant on Obstetrics, Division of Health Services, Children's Bureau, U.S. Department of Health, Education, and Welfare, Washington, D.C.

David H. Uddin, Ph. D., Lieutenant MSC, USNR, Naval Medical Research Institute, National Naval Medical Center, Bethesda, Md.

REPORT OF PANEL II–1

PRIORITIES

Members of the Panel unanimously approved the following:

No. 1.—*Urgency*

Hunger and malnutrition constitute a national emergency which requires an immediacy of response fully commensurate with the scope and severity. Delays are intolerable either in initiating relief, or in developing and funding long-term programs for remedy and prevention.

No. 2.—*Guaranteed Income*

To discuss the feeding of families outside the context of a guaranteed income at least at the level of the minimum defined by the U.S. Bureau of Labor Statistics is futile. A guaranteed annual income of $5915 (1967 base) tied to and adjusted at regular intervals to the cost of living is an essential prerequisite for improved nutrition and health.

No. 3.—*Assignment of responsibility: Surveillance, evaluation and monitoring*

An appropriate apparatus of government with representatives from Federal agencies, professional groups, and consumers should be established to facilitate and implement the development of the action program recommended by the White House Conference on Food, Nutrition, and Health. Continuous monitoring and periodic evaluation of programs are essential to guarantee quality and effectiveness. Evaluation must have as its objective the identification of courses of action conveying maximum benefits to the consumer.

No. 4.—*Manpower and services*

The implementation of a program to remove hunger and malnutrition and to improve the nation's health requires a massive expansion in the number of trained workers, and facilities for the delivery of essential health, education, and distributive services. Meeting the manpower needs will require the development of training programs at all levels. Particular attention must be paid to the subsidization and recruitment, training, and education of persons from socially disadvantaged groups.

RECOMMENDATIONS

The Panel considers that pregnancy and childbirth are unique events that link the present generation with future ones. The factors that affect reproduction affect not only mothers but families and children as well. They are critical to a sound society. There must be a national affirmation that every woman has the right to high quality and high standard health care. This includes a food intake that will prepare her for and carry her through a healthy pregnancy and childbirth and permit her infant to flourish. It affirms that the right to adequate nutrition is an inseparable part of the basic right to health care and that women require and are entitled to sufficient amounts of nutritious food.

The nutritional needs of mothers and infants, the charge of this Panel, should be met only by future programs that meet the nutritional needs of all family members throughout their life cycle. Thus, we strongly urge an approach that develops integrated programs for family units. And we reject the continuation of fragmentary programs for specific population groups.

Problems of hunger and malnutrition must be treated within the family context and not as problems exclusive to specific age or economic groups or family members. Any programs to alleviate hunger and poverty must be designed for that end and not for poor people who would be so identified by their use of a given program. Nutritional needs cannot be met in isolation from other basic needs, e.g., for shelter, clothing, health care, education, love, and environmental support to modify conditions of social deprivation.

Vital statistics of the United States indicate a major shortage of national resources for medical and nutritional support committed to the pregnant woman and the infant. Data on the numbers of pregnant women who lack adequate maternity care, the prevalence of preventable complications of pregnancy, the incidence and trends in premature births, and the incidence of deaths in infancy indicate serious prejudice by our national posture to the health of women and the growth and development of infants and children.

Further, factors known to be necessary for favorable outcomes of pregnancy and the integrity of families such as health services and adequate diets have been found all too often to be neither available nor accessible to those mothers and families most in need. Thus, President Nixon recently stated: "Too many mothers and young babies do not receive lifesaving care."

When attention has been turned toward ways to solve our national health problems it has been found that, as the National Advisory Commission on Health Manpower reported in 1967:

> * * * the organization of health services has not kept pace with advances in medical science or with changes in society itself. Medical care in the United States is more a collection of bits and pieces (with overlapping, duplication, great gaps, high costs, and wasted efforts), than an integrated system in which needs and efforts are closely related.

This is equally true of Federal programs for food and nutrition. The Panel affirms that health services and nutrition are inseparable.

I. The Distributive Unit: The Family

National nutrition programs must recognize that the family is the basic distributive unit. Families seek to distribute the available food equitably among all members. Programs that assume that some family members can eat less well than others while all are seated together at the family table are unrealistic.

The pregnant woman and the infant, particularly during the first year of life, represent two special groups with increased and specially identified nutritional needs. Nevertheless, food supplies for these two uniquely vulnerable groups cannot be increased without consideration for the food supply of the whole family. A better approach would be to project food requirements of family units, taking care to appraise the composition of the family unit in order that increased or modified food supplies be available to meet even special needs, such as those present during pregnancy, lactation, and infancy.

Evidence indicates that the nutritional status of a woman, from infancy onward, has an effect upon pregnancy outcome. This, then, is the time side to the argument against fragmentation: No one age is more critical than another and family units comprise all ages. The necessary conclusion is that programs consider the entire age spectrum of normal families.

Recommendations:

1. The Panel affirms the need to feed the whole family while recognizing the increased and special needs during pregnancy, lactation, and for the infant and opposes the design and implementation of special programs to make food available solely for pregnant women and infants.
2. The Panel affirms that nutrition for the female must be adequate throughout her life, if deleterious effects on her offspring are to be prevented.

II. Food Buying and Eating Habits

The buying habits of the food purchaser whether rich or poor are not always based on adequate knowledge of the nutritional value of specific foods. Nutrition education programs, therefore, are essential to improve the nutrition of all Americans. But education by itself is no substitute for food.

Advertising and food packaging play major roles in modifying eating and buying habits. The most effective ways to influence the eating habits of people are to change the approach of the advertising and the food industry. Other educational programs also should be provided so that once people have enough money to buy what they need in the open market they will buy wisely.

Just as there can be no substitute of education for food, neither can there be a substitute of special diet supplements for inadequate incomes. The manufacture by industry of special low-cost food supplements for the poor alone, specially processed, packaged, and stored, identifies and/or segregates those with a limited food income. It perpetuates an indignity that must be eliminated.

Recommendations:

1. The Panel urges the development of approaches to nutrition education and diet supplementation that begin from the premise of optimal nutrition for the whole population. Special programs of nutrition education for poor people are small and inappropriate supplementary efforts as are chemical substitutes for normal diets. Nutrition education must be beamed at Americans in general rather than at the poor alone. To do otherwise is to fail. The panel is convinced that programs must recognize the right of families to preserve the food patterns integral to the cultural, ethnic and religious groups from which they draw their identity. Thus, members of the panel affirm that Federal promulgation

of a single dietary model for family units is unsound.

2. The Panel cannot emphasize too strongly that the primary criteria for evaluating any programs designed to meet the nutritional needs of family units must be made in human terms: The preservation of human dignity, the maintenance of adequacy, the realization of the goal of a sound and healthy citizenry. Other criteria, such as cost effectiveness, are inappropriate primary standards for assessing the worth of these programs. They may have secondary relevance, however, when comparing two separate programs equally acceptable by primary judgments.

III. Relief From Malnutrition

Nutritional insufficiency and income insufficieny are inseparable problems. Within the present food distribution system in the United States adequate nutrition is impossible without adequate income, although income alone cannot guarantee superior nutrition. Experience and evidence indicate that when income is limited, the family unit may feel that certain priorities stand higher than the food budget. So any food program, to succeed, must consider the other demands on the family budget. Any long-range programs developed to eliminate hunger and malnutrition must include provisions to insure family income adequate to all basic needs. Also it is socially and economically undesirable to create a permanent food delivery system, operating outside the market, for the poor alone.

The Panel concludes that any nutrition programs sponsored by Federal or other governmental units must insure a flow of dollars for the family rather than a flow of food. Only in this way can the twin goals of human dignity and adequate nutrition be met.

Recommendation:

> A National program for adequate income maintenance must be developed at once to replace both the present welfare and food distribution programs.
>
> Planning must begin by January 1, 1970.
>
> The President's budget for fiscal year 1971 must reflect a commitment to change by identifying the dollars to be used for income maintenance.
>
> Appropriations for an income maintenance program must be sufficient to reach one-half of the annual dollar goal per family by fiscal year 1972.
>
> The remaining dollars for this program must be budgeted in fiscal year 1973.

The accomplishment of these steps will virtually eliminate the need for special kinds of food distribution programs for families or for special groups within families. Until this target date (July 1, 1972), every effort must be made to insure that all existing Federal food distribution programs be coordinated and modified and simplified so that they reach all those in need.

The dollar value of an adequate income for a family of four shall be no less than the lowest subsistence budget estimated by the Bureau of Labor Statistics which was $5915 in 1967. The dollar value must be continually adjusted to fluctuations in the consumer price index as identified by the Bureau of Labor Statistics.

IV. Sustaining Family Income During Pregnancy

When all or a portion of family income comes from a working woman, a serious loss of income occurs when she leaves work because of pregnancy. Various governmental statutes and private regulations require that women who become pregnant leave their jobs for arbitrarily determined periods of time and concomitantly they are frequently disqualified from unemployment compensation and/or disability payment. This temporary loss of income can have a major impact on the ability of the family unit to purchase sufficient and proper food and health care. In addition, working women rarely have assurance that they can return to their same jobs when they are fit to do so after pregnancy.

Recommendations:

1. The Panel recommends that Federal regulations be enacted to establish standard practices for unemployment compensation for pregnant women. These standards must encompass reasonable tests for the ability and capacity of the individual to work, recognize the physical health of the woman and the nature of her occupation. Job security must not be waived because of pregnancy.

2. The Panel recommends that a general system of basic statutory protection for men and women against wage loss due to temporary disability, including illness or pregnancy, be provided in one insurance program.
3. Legislation to implement these recommendations must be submitted by the President to the present 91st Congress.

V. Evaluation of Nutrition Education at the Community Level

Inadequate nutrition is primarily a result of inadequate income. It is best dealt with by increasing income. Nevertheless, the buying habits of the food purchaser can be favorably altered through nutrition education programs. These programs must be carried to large population groups. They must provide individuals with knowledge of the specific nutritional value of foods. The most effective methods for education, however, must be determined. Pilot studies should be undertaken to determine the most efficient means for educating consumers. Every effort can then be made to develop programs which make the most efficient use of scarce manpower.

Recommendations:

1. The Panel recommends that $2 million be provided to support demonstration projects with both an action and a study component that will show, within 18 months, how current purchasing habits can be modified through use of mass media education, advertising, and, in addition, nutrition education provided at the point of food purchase.
2. The Panel recommends that $1 million be provided to evaluate the effectiveness of nutrition education on the buying habits of the public in community organized programs.
3. The Panel recommends that $1 million be directed to evaluating the effectiveness of nutrition education efforts in ongoing programs catering to geographically circumscribed populations such as neighborhood health centers, children and youth programs, maternal and infant care projects, or other comparable community based programs.

VI. Nutrition Education

The objective of nutrition education is to improve the nutritional status of individuals. To reach this goal we must provide nutrition education, dietary counseling, education in food purchasing and preparation, as well as instruction in the principles of infant feeding.

Recommendations:

1. Sound nutrition education shall be included in the curriculum in all elementary and secondary schools.
2. Nutrition education delivered through mass media should include information about the increased nutrient requirements of the woman during pregnancy and lactation.
3. Information supplied by nutrition education programs shall be aimed to reach the pregnant woman, the mother and other members of her family who may influence the food available to her and her family.
4. All federally supported programs for maternal and child health care shall be required to have an identifiable nutrition education component.
5. Every State health agency shall have one or more well qualified public health nutritionists, commensurate with their needs, to develop and direct nutrition services for pregnant and lactating women and infants.
6. Short-term training programs in maternal and child health shall be established for physicians, nutritionists, dietitians, nurses, social workers, and other health professionals.
7. Financial support shall be made available to medical schools and to schools training other health and education professionals, specifically for training in maternal and infant nutrition.
8. Knowledge of the advantages of breast feeding shall be made known to all mothers and health professionals through educational programs and materials that emphasize the importance and benefits of this form of infant feeding.

VII. The Adolescent and the Teenager

The Panel opposes genocide.

The Panel believes that the increasing numbers of pregnancies among adolescent girls and the decreasing age at which girls become pregnant, jeopardize national health goals and compromise the status of the present generation as well as those to follow. The nutritional status of many adolescents in the United States today is such as to contribute unfavorably to the outcome of pregnancy as reflected by maternal mortality, maternal morbidity, perinatal and infant mortality and morbidity.

Government has a legitimate concern with the nutritional status of young individuals who may be about to enter the maternity cycle. Family planning is an integral part of comprehensive health care. Enrollment in such programs by future parents offers a setting in which to initiate, or continue, nutrition counseling before pregnancy as well as following pregnancy. Regulations and laws as well as educational services too frequently deter access to such information, thus jeopardizing health status and outcome of pregnancy.

1. The Panel recommends that the President initiate steps within the next 12 months to eliminate all local statutes that disqualify the pregnant adolescent from continuation of schooling and the receipt of appropriate health care, nutrition education, and nutrition.
2. The Panel recommends that by January 1, 1971, adequate support be made available to initiate and maintain special school programs in conjunction with comprehensive health and social programs to insure continuity of education and necessary health care for all girls who become pregnant.
3. The Panel recommends that by January 1, 1971, the President initiate action to develop practices, regulations and laws that will make available family planning information and services upon request to the adolescent, whether pregnant or not.
4. The Panel recognizes that an essential step to reduce the incidence of pregnancy in young adolescent girls in the inclusion in the curricula of our schools of instructions in health, nutrition, social, and physiological aspects of human reproduction and the importance and means of achieving responsible parenthood.

VIII. Manpower Needs and Service Costs for Maternal and Child Health Programs

A national commitment for comprehensive maternal and child health services is imperative to the achievement of optimal nutritional health of this Nation's mothers and infants. The implementation and support of such services require recruitment and training of appropriate manpower and the channeling of adequate financial resources for program support. Currently available manpower limits program development. Manpower needs in the future will increase and must be based on estimates of the population to be served.

Social security data permit an estimation of the number of women living in households with known dollar incomes. For example, there are now 1.2 million women in their childbearing years living in families with annual incomes of less than $5,000. The Census Bureau Series C projection of population growth estimates that the number of these women will increase to 1.85 million by 1982. The following estimates of cost and manpower needs required to bring health care services to these women and their preschool children is based on this assumption.

If the definition of the mothers at risk due to inability to purchase health services rises (for example to $6,000 income per family), the population base is increased, although the cost of services per mother remains unchanged. Estimates of costs have been extrapolated from current maternal and infant care programs that operate within the present American system for providing health care. The use of this model must not be construed to mean endorsement by the Panel of this system. Rather it is chosen because it permits cost projections. To meet future demands for health care of mothers and children, new types of allied health manpower and new methods and standards of delivery of care are being and will be developed. As this occurs the model on which these estimates are based and the financial projections may be markedly changed.

The recruitment of these women into a national maternal and child health program must progress at an increasingly rapid rate. By 1982, all women and infants must receive such services, and programs must be expanded to include all children in these families under 5 years of age.

Since program expansion will require time to develop necessary manpower and facilities, a target date of July 1, 1972 for commencement appears reasonable. At that time, assuming current program growth levels, less than one-quarter of the 1,400,000 women and infants and virtually none of their preschool children will be served.

The Panel believes it imperative, if we are to meet national health goals, that there be a major increase in manpower development and funding for service in maternal and child health both to meet present needs and prepare for future demands.

Recommendation:

> In view of the high maternal and infant mortality rates and the high prematurity rate in the United States, and in view of the impending population explosion, a major expansion of maternal and child health-care facilities, manpower, and programs is critical. Funding must reach a level of $475 million in 1972, progressing to a level of $2,500 million in 1982.
>
> These are conservative estimates to provide minimally acceptable care. They include estimates of cost and number of all elements of manpower (general practitioners, obstetricians, pediatricians, anaesthesiologists, nurses, nutritionists, social workers, dentists, and medical support personnel). But they fail to estimate costs for facilities in both rural and urban settings and they provide no funds for nutrition assessment and research. They put no dollar value on the cost of training medical students or other professionals, but they do estimate the acute needs of medical schools for current and projected faculty support in these disciplines. The background data and justification upon which these projections are based and estimates of biennial cost and populations served are included in an appendix that accompanies these recommendations.

IX. Health Care and Social Services as Elements in Nutrition Programs

Many factors in personal, family and community life bear on the adequacy of nutrition. The following recommendations consider the provision of services which the Panel concludes must be available at the community level if any significant long-term impact is to be made on nutrition and health status.

Recommendations:

1. The Panel recommends health services be established that include broad and comprehensive programs of health supervision and maintenance, prepartum, interpartum, and postpartum care, and infant care, as well as hospital facilities for acute and chronic care, and that provision of any or all services shall be guaranteed to all who need them.
2. The Panel recommends that child care centers be established for infants and children to serve working parents, high school students who are also parents, as well as other parents needing such services.
3. The Panel recommends that family planning services be available to all. These must be broadly conceived, sensitively provided, readily available and freely accessible on request, without coercion.
4. The Panel recommends that community-based social services be strengthened so as to provide guidance and support for all, and that they be integrated with other community agencies including legal aid, housing assistance, recreational facilities, adult education, and vocational education facilities.
5. The Panel recommends that model neighborhood programs embodying these services be established regionally.
6. The Panel recommends that these services be coordinated with neighborhood schools and with other family-oriented community services.
7. The Panel recognizes that many of the services outlined do not yet exist; when present, they frequently function in isolation or are entrenched as a ritual. Implementation of these recommendations will require establishing health priorities, public education and involvement, and integration of complex social functions. Therefore, comprehensive planning must be started now lest failure to enlist the community precludes achievement.

X. Meeting the Cost of Child Care Services

The Revenue Act of 1954, as amended, permits a deduction of up to $600 for the care of one child and up to $900 for two or more children under 13 years of age, provided the child care enables a working woman and other specified persons to be gainfully employed. Widows, widowers, and separated and divorced persons may deduct up to these amounts regardless of income. However, a married woman or a husband whose wife is incapacitated must file a joint return in order to claim the deduction; if the combined adjusted gross income exceeds $6,000, the deduction is reduced $1 for each $1 of income above that amount.

Recommendation:

> The Panel recommends that the Federal income tax deduction for child care services for one child be increased to $1,000, and for two or more up to $1,800. The combined adjusted gross income below which these deductions be allowed shall be increased to an amount no less than three times the dollar value of the annually adjusted minimal subsistence level identified by the Bureau of Labor Statistics.
>
> Legislation to implement this recommendation shall be introduced in the present Congress.

XI. Salt in Infant Foods

Manufactured infant food products have been available in the United States for almost 50 years. During this period the levels of table salt added to specific foods have remained remarkably constant. In part, this procedure reflects the desire to please the taste of the mother, but it also meets a major physiological need of the infant for sodium when consuming a high potassium diet, as when vegetables and fruits form a significant portion of the diet. Although the practice of adding salt to infant food originally had no physiological basis, modern renal physiology provides a reason. The excretion of potassium by the renal tubule depends, at least in part, on the availability of sodium.

The desire of foraging animals for salt reflects their need for this substance when subsisting on grasses. When animals consume a high potassium and low sodium diet, potassium levels in blood rise and at the same time there develops a systemic acidosis.

The mixture of salts which a breast-fed infant would receive when given a vegetable diet without added sodium might precipitate such an outcome. The concept that the sodium content of human milk is adequate for the human infant is correct; but is probably only correct when the potassium intake is that provided by the milk. When the potassium intake rises, as it must if vegetables and fruits are eaten, the sodium content of human milk may be insufficient to permit excretion of potassium and hydrogen ions.

This and other potential hazards from low sodium and high potassium diets must be weighted against the possibility of predisposing the infant to hypertension in later life. To date, the Panel has found no data indicating that the current intake of sodium by the human infant has a hypertensive effect.

Recommendation:

> The scientific community must continue to collect and examine data relevant to the question of sodium intake of infants to formulate recommendations for the adjustment of salt levels in infant foods. These must be based on scientific evidence. There appears no scientific basis upon which to recommend prohibition of the practice of adding table salt to infant foods. Lacking such a base current practices should continue lest in seeking to avoid one ill we precipitate another.

XII. Sodium Intake During Pregnancy

Although an increase in most nutrient needs during pregnancy is acknowledged and recommended, a paradox exists concerning sodium. Despite lack of scientific evidence, obstetricians generally recommend that this essential nutrient be restricted. The rationale has been dictated by fear of edema caused by excessive sodium retention. Sodium retention is, in fact, a normal physiological adjustment during pregnancy and is directly related to normal blood volume expansion and tissue growth. If dietary sodium is limited, there is increased stimulation of the normal sodium conservation mechanisms. Promiscuous use of diuretics during pregnancy in an effort to limit normal weight gain is antagonistic to the normal physiological adjustment and compounds the stress on the sodium conserving mechanisms.

Recommendation:

> The wisdom of restricting sodium and administering diuretics during the course of normal pregnancy must be questioned and the practice examined critically.

XIII. The Science Base

Present knowledge of food, nutrition, and health, while extensive, remains fragmentary and incomplete. Continuous expansion of understanding achieved through research and the systematic evaluation of the effectiveness of practices and programs are essential. This knowledge forms the base for determining future policy and program evolution. Research programs require adequate, consistent, long-term funding to assure continuity of projects and to maximize effectiveness.

Recommendations:

The Panel recommends that the President take steps to guarantee the immediate and continued expansion of basic and applied research support in the area of maternal and child health and development, with particular emphasis on the following fields of study:

1. The relation of nutrition to normal and abnormal gestation.
2. The effects of nutrition on growth and development.
3. The effects of nutrition on brain development and the relation between malnutrition and mental retardation.
4. The development of methods for remedy of any injury to cognitive development caused by malnutrition.
5. Evaluation of the effectiveness of various methods for providing nutrition, health care and education.

NOTE.—The Panel chairman did not participate in the discussion or formulation of these recommendations.

XIV. Assignment of Responsibility

The Panel is convinced, on the basis of unambiguous evidence, that malnutrition and hunger are profound and widespread in the United States. Relief requires executive action and a national commitment.

This White House Conference on Food, Nutrition, and Health has offered a unique opportunity to focus the thinking of the Nation on the nutrition needs of Americans. The commitment of time, effort and dollars by professionals and consumers can only be justified if the products of deliberation are translated into action.

Recommendations:

1. The Panel believes it imperative that the President declare a state of national food emergency and use his executive powers to begin the immediate relief of hunger.
2. It is essential that our Government and citizens commit themselves now to a national goal: The elimination of malnutrition as an environmental and health problem in the United States.
3. Responsibility for implementation of the various recommendations of the White House Conference shall be placed within a single independent agency of Government, representative not only of the various Federal bureaus but also of consumers. Regular and systematic reports on progress and achievements shall be forwarded to the President. The agency must have sufficient continuity and authority to fully discharge these obligations.

PANEL II–2: Children and Adolescents

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REPORT OF PANEL II–2

Highest priority should be given to assuring adequate nutrition for the fetus, infant, child, and adolescent because the consequences of unsatisfactory nutrition are likely to be greatest in the growing individual.

The Panel, together with the workshop participants, unanimously agreed upon the following priorities for action:

1. Interim food programs. To eliminate hunger, existing food programs must be immediately implemented, expanded and improved.
2. Day care centers must be established and expanded.
3. Dental care and preventive programs including fluoride in all public water supplies and substitutes for sucrose in the diet must be implemented.
4. Consumer nutrition education programs should be expanded toward the best utilization of the family's resources.
5. Comprehensive health care programs including nutritional services should be expanded and coordinated to avoid duplication.

Other significant areas considered by the Panel workshop include overnutrition and physical fitness; iron deficiency anemia; and the need for compilation and dissemination of information regarding feeding practices for infants and toddlers among various cultural groups.

Recommendation No. 1

Hunger is a biologic phenomenon and is not in itself indicative of disease or of unsatisfactory nutritional status. It should be clearly distinguished from undernutrition (chronic calorie deficiency) and malnutrition (disease caused by deficiency, excess or imbalance of nutrients). Because persistent hunger is personally distressing, it may interfere with the learning process and is likely to precede undernutrition and should be alleviated even in the absence of disease.

The most effective way to meet the immediate problem of hunger in the United States today is through full application of all existing laws and programs in all 50 States, territories, protectorates, and the Commonwealth of Puerto Rico. We urgently request that a Presidential directive be immediately issued calling for elimination of inefficiencies, inequalities, and inflexibilities of food stamp distribution systems, supplemental food programs, and school breakfast and lunch programs. This directive should call for the establishment of Federal standards for distribution of food for families and individuals as well as set up a method for monitoring compliance at the State and local levels.

Expansion of these programs is essential if the needs of all Americans are to be met. A flexible food stamp program is particularly needed, including the ability to use stamps for selected items required for the maintenance of hygienic conditions for food preparation and consumption.

New, expanded, or revised programs should require that special attention be given to the needs of individual families, their ability to pay, and the dignity of the recipients. Legislation is necessary to provide a more adequate quality of living for currently disadvantaged groups. In developing such legislation, serious consideration should be given to the possibility that direct financial support may be no more costly than food distribution programs, while proving more satisfactory in promoting the dignity of the individual and offering a better opportunity for nutrition education.

Although we do not yet have the final answer to the question of the relation between malnutrition and mental development, the possibility of intellectual impairment resulting from malnutrition reemphasizes the need for immediate establishment of well-planned nutrition and feeding programs for pregnant women, young infants, and children.

Recommendation No. 2: DAY CARE

Day care centers, designed to support home and school in care and education, must be established and expanded for children from early infancy through elementary school. Such programs provide an extremely favorable setting for general education, including health and family life. The opportunity for improving nutritional status of children and for teaching elements of sound nutrition to small children and their families is in itself an important aspect.

Day care should be available particularly for children of teenage and working mothers and for physically and mentally-handicapped children. A clear need exists for additional well-trained personnel to staff these facilities. As day care facilities expand, establishment of flexible guidelines for nutrition of the children involved will become a concern of even wider public health significance.

1. Funds should be appropriated from Federal, State, and local sources which, together with incentives for funds from private sources, can be used to expand and build day care facilities for preschool and school-age children, especially those of working mothers. A reasonable goal is 600,000 additional children receiving day care each year for the next 5 years. By 1975 the number of children in day care would then be approximately 3,500,000.
2. The nutritional services provided in day care facilities will depend upon the hours children are in attendance. For example, centers open from 7 a.m. to 5 p.m. should provide 80 percent of the child's total nutritional requirement.
3. Nutrition and nutrition education programs in all day care centers should be supervised by qualified nutritionists with responsibility at policymaking level.
4. Nutrition education in day care centers is to be provided for:
   (*a*) Teachers, teacher aides, and food service personnel—should if possible be persons recruited from the local community, paid and educated to offer skilled services and given opportunity to move up the career ladder.
   (*b*) Children.
   (*c*) Parents of children.
5. A group of nutritionists (including some who work in day care centers), specialists in early childhood education, directors of day care centers, physicians, and dentists should be appointed to prepare specific goals and programs for nutrition and nutrition education for day care centers for infants and children. These goals should be flexible to allow for the best facilities and programs for these children and should be integrated into the total services—educational, health, and social. Every effort should be made to establish these goals by the end of 1970.

Recommendation No. 3: DENTAL HEALTH

Dental caries is a nutrition-related disorder affecting most children in the United States.

1. Drinking water should be adequately flouridated. Where this is not possible, flouride supplement should be provided. Topical fluoride should be used where possible.
2. Sucrose is a prominent causative agent of dental caries. Candies, confections, and beverages containing sucrose should not be ingested by children between meals. Food manufacturers should limit sucrose in foods primarily intended for consumption by children. Education of the consumer on this point is essential.
3. Congress should be urged to provide sufficient funds to fully establish the pilot comprehensive dental program for school children already authorized in the Social Security Amendments of 1967.
4. Funds should be provided for development and clinical trials of caries prevention by promising new approaches to the prevention of dental caries. (See section II report.)

Recommendation No. 4: CONSUMER NUTRITION EDUCATION

Consumer education includes family budgeting in which food is one of the major components. As an essential and integral concern of consumer education, nutrition education should be directed toward the best utilization of the family's resources for food. Low-income families have special difficulty in meeting nutrient needs and therefore will benefit from practical nutrition education efforts tailored to their particular problems.

New innovative nutrition education materials and methods are needed that mean something to the consumer. The mass media offer particular opportunities for creative programs to reach the general public. Other channels for educational efforts include consumer cooperatives, grocery stores, churches, health centers, welfare centers, PTA's, schools, Granges, Four-H Clubs, and other similar groups.

In developing materials and programs, collaboration between professionals and the groups for which the material is being designed is essential to assure that it is effective, convincing, and appropriate for the cultural patterns of the intended audience.

In implementing nutrition education activities, special efforts should be directed towards:

1. The pregnant women and the new mothers to encourage breast feeding, especially for the first 6 months of life;
2. Mothers of young children who do not have available commercially prepared formulas and baby foods and who need assistance in adapting available and culturally accepted family foods for their children;
3. Preadolescents and adolescents, both boys and girls, to emphasize the importance of current nutritional habits that will have lasting effects.

Public health nurses, county agricultural agents, teachers, and other professionals can often be more fully utilized for nutritive education. To increase the manpower for and effectiveness of education programs, special emphasis should be given to training community workers who are familiar with practices and needs of specific cultural groups. Opportunities for continuing education and job advancement for the community workers must be built into all educational efforts. Universities and colleges should be given incentives to provide special training programs and inservice education programs to meet these manpower needs.

Recommendation No. 5: COMPREHENSIVE HEALTH CARE PROGRAMS

Comprehensive health care programs with effective nutritional services should be provided all children. Personnel, programs, facilities, and financing should be developed. Existing health programs should be coordinated at a grassroots level so as to avoid duplication of staff and effort. Expansion of such programs should follow a decentralized plan in order to insure accessibility and availability and should be directed by local community people as fully as possible. Funding must be implemented immediately to the full amount authorized for the children's health programs of the Social Security Act.

Manpower education should include the full range of professionals with increased emphasis on education of supervised allied health workers, especially under the new career training program and other training programs for indigenous persons.

A major nationwide program should be undertaken to attack on every feasible level the problem of drug usage among the teenage population since drug users often have more flagrant nutritional deficiencies associated with improper food intake and associated diseases.

Facilities and comprehensive programs that should be supported and coordinated include: neighborhood health centers and local community health stations with provision for referral and transportation, hospital emergency rooms designed to provide privacy and continuing care, both general and specialty clinics, such as mental health, teenage pregnancy, drug abuse and dental clinics as well as mobile units wherever indicated.

Health problems of various kinds affect all Americans. The problems of hunger and improper nutrition are of paramount importance and deserve immediate attention. However, we recommend that adequate nutrition services be provided in context with, rather than at the expense of, other critical health care services.

Recommendation No. 6: OVERNUTRITION AND PHYSICAL FITNESS OF CHILDREN AND ADOLESCENTS

Substantial evidence has accrued implicating physical inactivity as an important factor associated with some of our major health problems. The sedentary pattern of living in the United States today has contributed to a 10 to 20 percent prevalence of obesity and the low levels of physical fitness seen among our youth. Furthermore, lack of physical activity has been linked to increased risk of cardiovascular degenerative disease.

PREVENTION OF OBESITY AND POOR PHYSICAL FITNESS

1. Early screening for obese preschoolers should be established.
2. Sound physical activity patterns, which can be continued throughout life should be emphasized from an early age. Physical education instruction for all students (i.e., preschool through senior high) should include vigorous activity, and should be taught or supervised by persons trained in this field. Interscholastic athletic programs are not the same as physical education programs.
3. Nutrition programs should be made available to all children and their families. Specialized programs for overweight children must be established and present programs expanded to encompass an interdisciplinary approach involving health and physical education as well as nutrition.

SERVICE

1. Specialized attention should be given to the nutritional and activity needs of handicapped and institutionalized children and adolescents. Existing school and health programs can be extended and utilized for these groups.
2. Where nutritional problems such as obesity exist low-calorie foods should be made available from preschool through adolescence (school lunch, day care, Head Start, etc.). Efficient means of implementing and monitoring a concurrent nutrition education program should be developed. Attention should be given to the cultural implications of food habits.
3. Specific changes in provision of food should include:
   - (*a*) Availability and subsidization of low-fat, fortified milk both as 2 percent and skim.
   - (*b*) Availability of both breakfast and lunch to children judged "at risk" because of low income, undernutrition, or other specific dietary problems.
   - (*c*) Immediate establishment of food delivery systems in schools and other facilities needing them.
4. Communities should organize with medical backing to provide for physical fitness of children and adults. Existing school facilities should be used for physical activities and recreational purposes under skilled leadership during nonschool periods. Future school and recreational facilities should be planned for child and adult use.
5. Proper evaluation and monitoring of the above programs should be provided by appropriate interdisciplinary teams.

Immediate action should be taken to provide updated normative data on children from infancy through adolescence in the following areas: Height; weight; skinfold thicknesses; AAHPER physical performance tests for children age 10 years and older and appropriate tests for younger children; aerobic capacity test for children age 6 years and older; and average nutrient intake.

These data should be collected on the basis of a nationwide random sampling, such as available through the National Health Survey.

A mechanism should be set up for coordination between national and regional or local health surveys to avoid duplication of data collection. These data will provide for establishment of standards and will permit monitoring of changes in the population.

6. In terms of priorities, the resource needs should be met first for the particular areas and groups in this country for which nutritional status is in question, and for which activity programs are partially or totally lacking and in which physical fitness is poorest.

Recommendation No. 7: IRON DEFICIENCY ANEMIA

Iron definciency anemia of infants and preschool children in the United States is widespread. Because it is most unlikely that desirable intakes of iron in infancy will be achieved through consumption of unfortified foods, efforts must be directed to increasing availability and intake of iron-fortified foods or medicinal iron and to identification of high-risk groups who warrant more intensive efforts. Consideration should be given to iron fortification of milk, pasta, and cereals, including rice and grits.

Recommendation No. 8: NEED FOR COMPILATION AND DISSEMINATION OF INFORMATION REGARDING NUTRITIONALLY SOUND FEEDING PRACTICES

A task force should be assembled to record what is already known and to define specific areas in which additional information is needed regarding feeding practices of infants, toddlers, school-age children and teenagers among various cultural groups. People with firsthand information regarding such practices should be included. From this information reference materials should be developed for advising parents regarding choice and preparation of foods including milk and formula. Every effort should be made to complete these reference materials by the end of 1970.

The task force should classify (as to calorie and individual essential nutrients) commercially available foods and, particularly, foods used in specific cultural groups and determine the types of information to be included in a data bank, which can then serve as a ready reference source for health workers.

Other Conclusions

The following conclusions of the panel are based on considerations reviewed in detail in accompanying documents:

1. In nutrition programs in most areas of the United States, priority need not be given to eliminating protein deficiency, iodine deficiency or deficiencies of vitamins A, C, and D. Such deficiencies appear to occur sporadically or in localized areas. Where these deficiencies are identified, remedial programs should be instituted.
2. Nutrition should be included in the curriculum for students in the fields of early childhood education and child development.
3. Courses in food preparation should be instituted to train personnel to prepare food suitable for young children.
4. Monosodium glutamate (MSG) should not be "generally recognized as safe" (GRAS) for infants.
5. Reduction in amounts of sodium chloride in commercially prepared strained or junior foods for infants is desirable.
6. Parents or guardians should be instructed in the use of a simplified growth grid. Patterns of growth should be evaluated periodically by a medical or paramedical person.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL II–2: Children and Adolescents

We feel that breakfasts as well as lunches should be available to all school children.

PANEL II–3: Adults in an Affluent Society: The Degenerative Diseases of Middle Age

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REPORT OF PANEL II–3

Introduction

Food and nutrition problems of adults in an affluent society must be viewed in the context of issues and problems broader than this panel could consider.

Among the affluent it is clear that we have developed a society that is characterized by:

1. Overconsumption of calories with food choices that are not necessarily the wisest on the basis of available nutritional information.
2. Underexercising and failure to develop lifelong habits to combat the ills of a sedentary life.

These are important factors promoting excess weight, atherosclerosis, and other degenerative diseases. In spite of much information about these diseases the medical and allied professions have been unable to make substantial progress in their control.

At the other end of the spectrum many of the poor and disadvantaged suffer from insufficient food, even outright hunger and malnutrition. Many of them also share the problems of the affluent—too many calories, under activity, overweight, inability to make wise food choices leading to a balanced diet.

Nutritional problems of both the poor and affluent may best be considered in the context of broad social issues. Apathy toward solutions of complex and interrelated problems of environmental pollution, overpopulation, food additives, pesticides, and the decaying inner cities seem to be matched by apathy toward the special problems of the poor, food, housing, jobs, and education. We seem incapable of facing up to adequate solutions until an emergency state is reached. Then decisions tend to be made that are hasty or ill advised.

The specific problems in our society must become part of a larger concern with the quality of life. Our abundant resources, technological processes, promotion and marketing techniques have created the means to change for the better the way we eat, live, dress, and behave. Instead, the system seems to create dependence and limits choice in our way of life. Too often the matter of how we live has come about by the pressures of the markets, small influence groups, or the insistence of the mass media rather than by careful evaluation and national debate on what choices are open to us.

To put the problems of nutrition in an affluent society into perspective the goals of the Nation must be deliberated and defined, policies and plans developed, priorities and programs established. Rapidly developing techniques of systems analysis should allow for the first time a rational ordering of alternatives.

To this end the Panel recommends: A Presidential commission on the goals of the Nation.

Fat and Cholesterol in the Diet in Relation to Atherosclerosis and its Complications

A causal relationship between diet and atherosclerotic vascular disease remains unproved. But there is much indirect evidence to suggest that diet modification resulting in a reduction in blood lipids may prevent or retard these diseases. Much attention has been focused upon the dietary intake of fat (both quality and quantity), and cholesterol.

There is extensive and convincing evidence that the likelihood of a premature heart attack increases as one's blood cholesterol increases. It also has been shown repeatedly that blood cholesterol levels are affected by diet, mainly by the kind of fat and the amount of cholesterol eaten. A national diet-heart study, reported in 1968, confirmed that the home use of special diets altered in fat and cholesterol content could lower the average blood cholesterol to a degree that should decrease the hazard of premature heart attack. Blood cholesterol is not the only factor related to premature coronary disease, however, and diet is only one of several factors that determine the blood cholesterol. It has not been proved that specific long-term changes in the diet will, in fact, lower the extremely high incidence of this disease in young and middle-aged Americans.

It is now feasible to determine this by large-scale studies. A panel of advisory experts for the National Heart Institute has reviewed the requirements for such trials. Many scientists and volunteer subjects will be required. The costs are large and cannot conceivably be met by the reallocation of funds now budgeted for biomedical research. It appears necessary that the Federal Government must appropriate the special funds for this purpose and oversee the administration of the field trials.

The need has become urgent for an appropriate test of the dietary hypothesis. The issue is of utmost importance. It involves establishment of health standards of nutrition for both children and adults in present and future generations. Potentially, it also involves major changes in some sectors of agriculture and the food industry. Widespread dissemination and debate of scientific data concerning this problem have led to concern and great uncertainty in the minds of consumers, physicians, and members of the food industry.

There is a definite need for public policy on this matter that has such far-reaching implications. Authoritative recommendations should be grounded on the best evidence it is possible to obtain. If adequate field trials cannot be carried out, advice to the public would then have to be based on the incomplete evidence that is now available. The alternative of indefinitely postponing any recommendations no longer appears to be in the best interests of the public.

The diet-heart feasibility study demonstrated that the cooperation of the food industry will be necessary for the execution of a full-scale study. Because of the number of subjects in a study of this magnitude, not only will the quantity of food that is required be increased but the varied background of the participants will demand a greater choice of suitable foods. This end can be met by a coordinated effort of the food industry and the diet-heart study group, particularly during the planning period for the study. It is recommended that each segment of the food industry that may be asked to prepare special products for the study select a group with expertise to assist the diet-heart study group in the planning and execution of the study.

The food industry, in developing food items for this study, should do so with the expectation that the study will demonstrate the dietary treatment to be effective. The items that are developed should be suitable for manufacture and distribution to the entire American public. If the diet is to be useful, the special food items prepared should be acceptable to the general public and should be capable of being produced in sufficient quantities to meet the demand of the Nation and at a price that consumers will be willing and able to pay.

The Panel recommends: That national diet-heart studies as outlined above be organized and supported as an urgent priority activity; and that such studies be financed by Federal funds as a separate item over and above the normal appropriations for research.

Definitive results from these studies will undoubtedly require many, perhaps 10, years. In the meantime hundreds of thousands of premature deaths occur each year from diseases related to atherosclerosis. Efforts must be continued to apply the knowledge that is currently available, both in efforts at prevention and in treatment.

Batteries of tests have been developed to identify individuals with a high risk for coronary artery disease. Such tests can be applied in medical facilities or in so-called multiphasic screening centers, usually manned primarily by nonmedical personnel. These centers usually screen for diseases such as diabetes, abnormalities of the eye, diseases of the chest as well as coronary artery disease. Individuals screened out in these centers are referred to their physicians for further examination, appropriate treatment, and follow-up.

The techniques for doing multiphasic screening have been fairly well developed and tested. However, follow-up of patients referred to their physicians and evaluation of end results in terms of disease prevention, reduction of morbidity and mortality have not been well established.

The Panel recommends:

1. That both public and private agencies as well as the health professions support multiphasic screening and multifactorial disease prevention, with particular emphasis on evaluation of end results. From the standpoint of diet modification, where indicated, community or hospital-based dietary counseling services undoubtedly will be required since most physicians have neither the time nor expertise to do this.
2. That research, both basic and applied, be intensified to further clarify the complex interrelations between diet, atherosclerosis and coronary heart disease. Research to develop objective indices of dietary adherence and long-term assessment of modified diets in the growth and development of the young also is needed.
3. That infancy and childhood be a focus of preventive and therepeutic concern because of the persistence of dietary and exercise practices established in youth, the particularly deleterious effects of juvenile onset obesity, and the growing evidence that the origin of atherosclerosis and hypertension may occur very early in life.

Labeling

Many persons already are attempting to modify their diets, either because they have been screened and found to be at high risk or on their own volition. In addition many physicians are prescribing special diets for patients who have had a heart attack, or who, for other reasons, are thought by the physician to merit such management.

Following such modified diets is made difficult by lack of good information on the fat content and the fatty acid composition of foods found on the grocery shelves. Current regulations prevent manufacturers from providing such information.

The Panel believes the consumer is entitled to know the content of the food he consumes. Furthermore such information is required by physicians in prescribing special diets.

The Panel recommends: That the regulatory agencies should permit and encourage the food industry, on a voluntary basis, to label foods as to their content of fat and fatty acids for those foods which constitute major sources of fats in typical diets.

Obesity

There is a high incidence of obesity in the United States. There is no question that this is due to a disparity between caloric intake and the expenditure of calories by physical activity. Important as the problem of obesity is in its own right, the two causal factors of increased intake of food and diminished activity have also been implicated in the high incidence of atherosclerosis and other degenerative diseases in the American public.

Obese individuals have increased susceptibility to diabetes, hypertension, angina, sudden death, gall bladder disease, arthritis, pulmonary dysfunction, and social disability. They also have increased complications and mortality from surgical procedures. Many if not all of these hazards to health can be reduced by weight reduction, by either a decrease in food intake, an increase in activity or both.

Special attention should be directed toward obesity in children. Juvenile-onset obesity presents special metabolic and psychological problems. It also presents specific problems of therapy. For obese children of age 12, the odds against being normal weight adults are 4 to 1 and if weight reduction does not occur by the end of adolescence, these odds rise to 28 to 1.

The successful treatment of obesity must involve far reaching changes in life style. These changes include alterations of dietary patterns and patterns of physical activity. The study of past efforts at treatment of obesity reveals that such changes in life style can only be achieved by individuals who are highly motivated.

Some single and simple approaches to the problem that have been unsuccessful and on occasion even dangerous are:

> *Drugs*
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> The use of multiple component drugs. The use of thyroid preparations for those with no clear disorder of the thyroid. The use of cardiac glycosides in those without congestive heart failure. The use of diuretics in those with no demonstrative disturbance of water or electrode balance, and finally, the excessive use of amphetamines and related psychoactive drugs.
>
> *Special diets*
>
> Unusual or even bizarre dietary programs including starvation. It is clear that the best and most effective results occur with a balanced diet of the usually available foodstuffs but with a decrease in total caloric intake of a type that can be used both for weight reduction and for the maintenance of lower body weight after reduction has been achieved.

During the last two decades, there has been a greater understanding of the basic mechanisms of food and appetite regulation, as well as the basic physiology and chemistry of adipose tissue, the storage organ for excess fat. With support and extension of work in these areas there is reason to hope that a simple and effective treatment for obesity can be found. At the present time, however, the poor results of treatment are not due to failure to implement any simple therapy of known effectiveness but to the fact that there is today no simple or uniformly effective treatment. Much anguish is created in obese persons by their failure to recognize this fact and by their recurrent failure in weight reduction through the most recently publicized diet.

The Panel recommends:

1. That an intensified public and professional educational program should be supported by both public and private agencies. The aim should be to provide the facts about obesity and to combat misinformation and faddism. The program should emphasize the prevention of obesity beginning early in life and at those stages of life in which the onset of obesity commonly occurs.
2. That current investigative efforts for the control and prevention of obesity be continued and expanded. Promising areas for further investigation include physiological and biochemical studies of weight regulation, including the effects of physical activity, and study of the modification of behavior (behavior therapy).
3. The apparent effectiveness of self-help groups in the treatment of chronic disorders, in particular Alcoholics Anonymous for alcoholism and TOPS (Take Off Pounds Sensibly) for obesity, suggests that this approach to the treatment of obesity merits careful study. The immediate need is for systematic trials and evaluations.
4. That infancy and childhood be a focus of preventive and therapeutic concern because of the persistence of dietary and exercise practices established in youth, the particularly deleterious effects of juvenile-onset obesity, and the growing evidence that the origin of atherosclerosis and hypertension may occur early in life. These considerations should be a major concern of such Federal programs as the school lunch and breakfast programs.
5. That the efforts of the Food and Drug Administration and other appropriate Federal

agencies to control inappropriate dietary, drug, and reducing equipment treatment of obesity be made more effective and expanded.

6. Since it is very difficult or impossible to construct nutritious diets for the prevention and treatment of obesity and other illnesses from foods now available to the disadvantaged, we recommend that an adequate income be guaranteed to enable all Americans to purchase adequate foods for their special medical needs.
7. That Congressional efforts be directed towards implementation of the above recommendations and that support be given to the recommendation of panel I-3 for the designation of a special assistant to the President for Food, Nutrition, and Health.

Hypertension

High blood pressure is the most common cardiovascular disease. An estimated 21 million American adults have it to some degree. Only a physician can diagnose hypertension and recommend an appropriate regimen, including dietary measures, for its control and prevention.

Moreover, hypertension is a factor in increasing the risk of death from coronary heart disease and stroke, two of the leading causes of death, as well as from kidney diseases.

Many people are not aware that they have hypertension, that the disease is much more common in those who are obese, and that weight reduction is usually beneficial in its management.

Currently, the cause or causes of hypertension cannot be identified in most cases. Obesity is a major risk factor in hypertension and its prevention and control is therefore important in this connection.

It is also known that restriction of salt intake is beneficial in many patients with hypertension. Evidence has been accumulating that high intakes of dietary salt from infancy onward may be an important factor in initiating and aggravating hypertension, particularly for those with a family history of hypertension, and those who already have the disease.

The Panel recommends:

1. That government and private agencies mount a vigorous public education effort designed to provide the facts about hypertension and to motivate people to get check-ups from their physicians.
2. That this be accompanied by a professional education program for physicians to keep them up-to-date on current research findings, generally accepted practices for treatment, and control of the associated risks of coronary artery disease, stroke, and kidney disease.
3. That the medical profession and the general public be urgently advised that a major approach presently available for prevention of hypertension is the prevention and control of obesity.
4. That persons with hypertension or a family history of this disorder be advised about the probable desirability of restricting their intake of salt (and of sodium in general).[1] For this purpose more informative labeling of food as to salt content is needed.
5. That standards of identity for foods should take into consideration the desirability of limiting the amount of salt incorporated into processed foods. For foods not covered by such standards, food processors should be encouraged to minimize the amount of salt.

Millions of Americans have hypertension that has not been diagnosed; more millions have diagnosed hypertension that is not under effective treatment. This situation reflects an absence of screening programs and a shortage of medical manpower. Significant improvement will require a substantial increase of medical manpower. There is no possibility that enough physicians will soon be available in the United States to provide the frequent patient contacts needed to assure continued, effective control of hypertension. However, suitably trained paramedical personnel can assume much of the time-consuming work of frequent contact and observation.

The Panel recommends: That a program be developed to train and employ nonphysicians to aid physicians in screening populations to discover hypertension and in the long-term management of patients with hypertension.

Physical Activity and Degenerative Disease

A considerable body of epidemiological and laboratory evidence suggests that lack of exercise is a contributing factor in the development of obesity, atherosclerosis, and ischemic heart disease. Accordingly, there may be a primary protective effect of exercise against the development of coronary heart disease. Clinical investigations have demonstrated a favorable effect of judiciously applied exercise in the treatment of coronary occlusive disease.

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[1] **Query: What is the alternative source of iodine for those on a low-salt diet?**

The entire trend of modern civilization appears to lead to minimization of effort expenditure resulting in a widely prevalent state of physical unfitness among the American people. The panel believes that a major national effort is needed to reverse the trend toward inactivity in the population.

The Panel proposes the following objectives:

1. Motivation must be encouraged by an educational campaign.
2. Facilities for physical conditioning and the development of leadership programs must be made available on a national scale.
3. The medical implications of a massive increase of physical activity in the Nation must be considered.

The Panel recommends:

1. EDUCATION: A diversified educational campaign must be initiated to acquaint the public, educators and the medical profession with the value of physical conditioning and with the methods of carrying out exercise-training programs for maximal health benefit without doing harm. Full utilization of the mass communication media is urged for the promulgation of such information.
   (*a*) It is of the utmost importance that lifeling habits of regular exercise for the maintenance of optimal physical condition be established during school and college years. Physical education programs must be designed to maintain major emphasis toward the participation of all young people in physical activities rather than on organized athletic programs for the relatively few physically superior students. Special programs for the obese or otherwise physically handicapped children must be provided. The results of all these programs should be evaluated through followup studies to insure that the implementation of the recommendations is effective.
   (*b*) Adult education programs dealing with the importance of continued physical conditioning should be developed at the community, State and national levels with the aid and support of the Public Health Service. Such a campaign should indicate that milder forms of exercise such as walking, stair climbing, gardening, and equivalent activities might be undertaken without risk while more vigorous exercise such as jogging, running, handball, and equivalent activities should not be undertaken without prior medical examination and testing to exclude contraindicating disease.
   (*c*) The medical profession must prepare itself through additional research and educational campaigns to determine which persons may and which should not participate in unsupervised exercise programs and to learn to counsel patients on their exercise needs. It must, furthermore, learn to evaluate the effects of preventive and therapeutic exercise.
2. FACILITIES: In order to make exercise facilities more widely available to the adult public several steps should be taken.
   (*a*) Community planners in cooperation with Federal (housing and urban development), State and local governments should provide ample parks and recreation areas with measured-distance pathways for walking, running, and bicycling. Water areas for swimming, canoeing, and other vigorous aquatic activities should also be provided.
   (*b*) Federal funds should be provided so that school grounds and playgrounds as well as swimming pools, gymnasiums, and other facilities should be opened to the public during nonschool hours and appropriate fitness programing should be incorporated into them.
   (*c*) Public and nonpublic recreation agencies should amplify facilities and programs that promote physical fitness for both sexes and all age groups. Special developmental programs should be instituted in disadvantaged and ghetto areas where such facilities are lacking.

(*d*) Private industry and governmental agencies at all levels should incorporate in new plant and plant renovation adequate facilities for physical conditioning activities and should provide leadership and programs for employees at all levels.

3. Rehabilitation Centers: In order that the benefits of exercise as a method of rehabilitation of the sick may be made widely available to the public a great expansion of medically-supervised rehabilitation centers will be necessary. Such centers will need to be staffed by knowledgeable medical and paramedical personnel and equipped with sophisticated instrumentation for telemetering physiologic measurements from patients while they perform exercise and other training maneuvers. Such centers could be utilized for training of specialized personnel and could eventually evolve into areas of broader service encompassing the function of cardiopulmonary disease prevention.
4. Research: Additional research must be encouraged and supported to define the scope of the protective and therapeutic effects of exercise, the mechanisms by which exercise achieves its effects and the types of exercise most likely to achieve the desired effects. It is recommended that prospective studies of physical activity and coronary heart disease be encouraged by the National Institutes of Health to strengthen (or deny) the inferential relationship of lack of physical activity as a causal factor in coronary heart disease.
5. Coordination and Evaluation: Three existing governmental agencies, the National Heart Institute, the Heart Disease Control Program and the President's Council on Physical Fitness are concerned with the improvement of the cardiovascular health of the Nation. The panel believes that the valuable contributions of these agencies could be greatly amplified by some form of merger of their forces with greater support for all. It is suggested that the Heart Disease Control Program might be combined into the National Heart Institute while the President's Council on Physical Fitness might logically become a part of the National Institute of Child Health and Human Development. This latter agency then could include within the scope of its activities continuing surveys of existing physical conditioning facilities and programs, evaluation of their effectiveness, encouraging and assisting in the formation of new facilities and programs, and serving as a clearing house for information pertaining to physical conditioning and health.

Alcohol and Diet: Relation to Degenerative Diseases of the Liver and Other Organs

Recently available evidence reveals that alcohol now provides an average ranging from 10 percent to 20 percent of the total calories consumed by adult North Americans. Therefore, alcohol is now an important source of dietary calories.

Although rich in calories, alcoholic beverages are almost devoid of all known essential food factors and vitamins. By virtue of the dilution effect of their nutritionally empty calories alcohol-containing beverages can disrupt the balance of essential food factors to total calories, to harmful levels. Undesirable results of such dilution may include disruption of the maintenance of normal function and structure of the liver and less often of the nervous system or of the heart. Cirrhosis (largely associated with alcohol consumption) now ranks fifth as a cause of morbidity and mortality.

Objective

Forbidding the consumption of alcohol-containing beverages (Prohibition) has been clearly demonstrated to be impractical.

Therefore, the objective is to educate those who drink to compensate nutritionally for their empty calories that they get in significant amounts by the consumption of even so-called socially acceptable amounts of alcoholic beverages.

The Panel recommends:

1. That the appropriate Federal and other agencies (both Government and private) concerned with the diet of the American public include in its educational programs directed to the medical profession, to nutritionists, to dietitians, and to the lay public, information concerning the potential of alcohol to disrupt the caloric and nutritive qualities of accompanying diets even though the latter may be quite adequate when consumed without the superimposition of empty calories provided by alcoholic beverages.

2. That support for research be provided with the aim of exploring the feasibility of supplementing commercially available alcoholic beverages with appropriate nutrients. Current regulations prohibit such supplementation of spirits, wines, and beers.

Dental Health and Diet

Dental health of adults is determined to a large extent by the nutrients ingested, personal oral hygiene, and preventive dental services experienced during infancy and childhood. For example, if a child is provided a balanced diet, devoid of excess sugar but containing fluoride in optimal amounts, dental caries experienced in a lifetime will be minimal.

The fluoridation of public water supplies with 0.7 to 1.2 ppm of fluoride has been the most effective and economical means yet developed to prevent dental decay in masses of people. It has been shown to be completely safe. Yet opposition by antifluoridationists has deprived about 75 million people who are served by central water supplies of these benefits.

The Panel recommends:

1. That the Federal Government and all relevant State and local agencies, as well as professional groups, continue to give highest priority in supporting and promoting fluoridation of commercial water supplies. Further, in order to expedite the implementation of fluoridation in small communities that may be financially hard pressed, there be established a Federal grant-in-aid program to provide funds for the installation, initial operation, and maintenance of fluoride dispensing equipment.
2. That in areas lacking central water supplies, which applies to more than 40 million people, school water supplies, ingested on a 25-hour weekly basis, should be fluoridated with higher levels of fluoride, for example 3 to 5 ppm. This is equivalent to 1 ppm of fluoride in the central water supply. There is no evidence that such a practice will result in mottled tooth enamel.
3. That a feasibility study be made on the practicality and effectiveness of providing fluoride in some other vehicle, such as lozenges or tablets, to children where neither fluoridation of central or school water supplies can practically be accomplished.

A second major dietary factor affecting dental decay is the amount, type, and frequency of sugar ingestion. The effect of sugar is one of promotion of decay by nurturing dental plaque bacteria. Candies that remain in the mouth for extended periods and contain sticky or crystallized sugars are the greatest offenders. They initiate and extend the carious process, if ingested frequently between meals.

The Panel recommends:

1. That clinical dental caries studies be funded immediately and carried out to determine the relative cariostatic effects of enriching sugar and sugar products with a combination of phosphates and fluorides (such as sodium trimethaphosphate and sodium fluoride) or fish protein concentrate, which is rich in fluorides, phosphates, and calcium, as well as protein.
2. That clinical studies be carried out to determine the organoleptic acceptability, physiological effects, and dental effects of sweetening agents, both natural and artificial other than sugar.

The role of food and nutrition on periodontal health, jaw malformation and oral mucous membranes is recognized. The present opinion is that diet acts as a conditioning agent for the promotion or prevention of diseases of the gingiva (gums), alveolae (tooth supporting bone), and other tooth supporting structures. More information is needed in these areas.

The Panel recommends:

That funding by Federal and private foundations and agencies be made to carry out both fundamental and applied research on the exact role of food and nutrition on the oral and para-oral structures, besides the teeth, that are the professional responsibility of the dentist, e.g. the periodontium, the jaw, the oral mucous membranes, the tongue, and the lips.

It is essential that both the science and the practice of nutrition be taught as a basic course in dental schools and schools of dental hygiene.

The purpose of this educational requirement is to provide the dentist with another preventive dentistry procedure. Personalized nutritional counseling for caries control is essential in a complete program of oral hygiene. Furthermore, the dental health team has a unique opportunity to offset misinformation about foods and diets. The dentist sees 40 percent of the population on a regular basis, more often during a lifetime than practically any other professional.

The Panel recommends:

1. That all dental schools and dental hygiene schools offer an identifiable course in the science and practice of nutrition. To assure immediate acceptance of this course in the curriculum by dental school and dental hygiene school administrators, the Federal Government should provide a grant-in-aid program to set up nutrition teaching programs in each of the schools in this country.
2. That training programs for dietitians and nutritionists include experience in a dental school or clinic. There is great need for team teaching at the community level where people who are either malnourished or undernourished can be helped by physician, dentist, nutritionist, and social worker. The dietitian or nutritionist, to recognize and understand the dental and oral problems associated with poor diets, must be provided with a rotation in a dental school or dental clinic during the dietetic internship.
3. That proper status and financial reimbursement (fee for service) be given for providing nutritional counseling service in dentistry. Either public or third-party payment services like medicaid, dental service corporations, and private health insurance companies should include this service in their approved fee schedule.

Osteoporosis (Bone Loss)

Osteoporosis, a gradual decrease in the density of the skeleton to an abnormal degree, is the most common disorder of bone. It affects at least 14 million American people in the middle and later years, women more commonly than men. It is the underlying basis for many thousands of fractures every year in this country, principally of the hip and spine.

To a long-held concept of an imbalance of hormone production, particularly diminishing estrogens, medical research in recent years has added the importance of nutritional and other factors, notably physical inactivity, that facilitate resorption of bone and affect unfavorably the balance of mineral metabolism in the body.

Nutrition-related research has established the necessity for concern for availability in the diet of adequate levels of calcium, protein and vitamin D and has suggested that further investigation of the effects of phosphate and of modest amounts of a fluoride compound may be fruitful. Concurrently, in addition to selective estrogen treatment, research is continuing on various other hormones that may have useful effects on bone.

The Panel recommends:

1. That government and private agencies intensify their professional and public educational efforts to emphasize the importance to bone health of diets abundant in minerals and protein, specifically at levels no less than those of the Recommended Dietary Allowances, Food and Nutrition Board, National Research Council, 1968.
2. That such educational efforts be intensified to promote diagnostic X-ray examinations of the spine and pelvis, and the use of other diagnostic techniques on the density of the skeleton, beginning during the middle years so that protective dietary management may be instituted before bone loss becomes advanced.
3. That support of laboratory and clinical research on bone and related hard and connective tissues be strengthened, so that new knowledge will be more rapidly developed and delivered for improved prevention and treatment of osteoporosis.

Iodization of Salt

There is abundant evidence from many countries that the addition of small amounts of iodide to table salt is an effective and safe means of preventing endemic goiter in areas where the soil is naturally deficient in this trace element. Iodized salt has been marketed in this country for many years with the result that the incidence of endemic goiter has declined to low but still appreciable levels in the so-called "goiter belts." Still about half of the table salt sold in this country is not iodized. The cost of iodization is negligible.

The Panel recommends:

> That industry, government, and other agencies develop a program to encourage the public to use iodized salt and to assure that iodized salt is made available everywhere at low cost.

Iron Enrichment

Subnormal levels of hemoglobin are a common finding particularly in children and in women of childbearing age. Most of this appears to be due to iron deficiency. Numerous studies have shown that it is difficult for them to meet their physiological requirements for iron from typical American diets.

The Panel recommends:

> That the Food and Drug Administration, together with other Federal and non-Federal agencies, including the food industry, review current policies and practices with the objective of increasing the amount of available iron in typical American diets through appropriate enrichment of food products.

Cooperation of Government and the Private Sector

The nutritional problems noted above have complex and interrelated scientific, social, cultural, economic, and political aspects. Effective solutions will require cooperative and coordinated study and action by Government and the private sector, including industry, agriculture, educational institutions, the health professions, voluntary health agencies, and consumers. The Food and Nutrition Board of the National Research Council has been influential in these areas but has neither authority nor organization to coordinate and direct.

Many changes that might be made in our national food supply for health reasons could have unexpected adverse consequences. For example, food commodities whose consumption might decline could become financially advantageous for the poor to buy, or such commodities might become surplus and find their way into food distribution programs for the poor or into school lunch programs. Thus something done to benefit one segment of our society could react adversely in another segment. These factors require careful study and coordinated action as recommended below.

The Panel recommends:

> That the President establish a cabinet level Council on Nutrition, with the Secretary of Health, Education, and Welfare as Chairman, to include representatives from all relevant Government agencies and the private sector, including consumers, to achieve the solutions to the problems identified by this Panel.
>
> The Panel would support any feasible device to assure constant attention, at high governmental levels, to the nutritional welfare of the American people.

The Role of Food Industry

Once medical and nutritional research leaders and their professional organizations reach a concensus regarding the types and quantities of nutrients most conducive to optimum health in this modern age, the food industry should make every reasonable effort to formulate and market palatable foods. These should be of such a composition that individuals who care to do so can regulate the nutritional characteristics of their diet without undue effort or expense.

It is assumed that once agreement with respect to desirable nutrient intakes has been reached, the educational efforts of the various agencies of the U.S. Department of Health, Education, and Welfare and of the medical profession will alert people to the nature of the recommended diets and their presumed benefits. Scientific organizations or government bodies who recommend changes in diet, as well as the management of food companies affected by such changes, have the responsibility to consider other factors besides medical information on which the food industry could base flexible systems that permit and encourage the manufacture and distribution of informatively labeled foods. This must be in sufficient ranges of nutrient compositions to enable informed people to select diets appropriate to their specific nutritional needs.

Nutritional Information and Guidance

Despite many laudable attempts, past and present, success has been limited in informing the public about diet and nutrition in terms they can understand, accept and use in their daily lives. This is a problem for all segments of our society.

It is a particular problem in minority groups: Black, Puerto Rican, Mexican, American Indian, poor whites and others. This segment of the American people often must subsist on limited budgets and diets limited by cultural background. Language and communication barriers further compound the problem.

There is abundant reason to believe that many current nutritional problems, both in the affluent and in the poor and underprivileged, could be prevented if these problems could be resolved. Mass media information is helpful but not sufficient in itself. Few physicians or dentists have the time or the expertise to provide good dietary counseling to their patients and the community.

The Panel recommends:

1. That an expanded and intensified public education campaign in nutrition be mounted by Government and the private sector, including agriculture, industry, the medical, dental, dietetic professions, and voluntary health and welfare agencies. These recommendations should be coordinated through the Council on Nutrition recommended elsewhere by this Panel.
2. That local dietary information and guidance services be established under the direction of dietitians, nutritionists, and other ancillary personnel of ethnic and cultural identity to the prospective consumer.
3. That definitive nutritional analysis of foods consumed by various minority groups be undertaken for accurate interpretation of nutritional status and correlation with the incidence of the more prevalent diseases.
4. That health professional organizations who serve minority groups, such as the Medical Society of United States and Mexico, the National Dental Association, and the National Medical Association be actively involved and utilized in any efforts that may result from the White House Conference on Food, Nutrition, and Health.

The Panel recognizes that problems like atherosclerosis, obesity, alcoholism, and hypertension are evident in both the poor and the affluent segments of our society. Much can be done to control these problems. However, their complete control will require much time and effort, and in part will require new knowledge yet to be generated by research. On the other hand we have all the knowledge, and all the resources needed to completely eradicate hunger and malnutrition now.

The Panel therefore recommends:

That first priority in effort, time, and resources be directed toward providing an adequate diet for the poor.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL II–3: Adults in an Affluent Society

We feel that regulatory agencies should require rather than encourage labeling of foods with regard to fat and fatty acids.

PANEL II–4: The Aging

Chairman: Edward L. Bortz, M.D., Senior Consultant in Medicine, Lankenau Hospital, Philadelphia, Pa., former President, American Medical Association.

Vice Chairman: Donald M. Watkin, M.D., Staff Physician, Veterans Administration Hospital, West Roxbury, Mass. former Program Chief, Research in Nutrition and Clinical Research in Gerontology, Veterans Administration.

Panel members

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REPORT OF PANEL II–4

PREAMBLE

The present crisis among the aged demands immediate national action to relieve poverty, hunger, malnutrition and poor health. Furthermore, positive measures are required throughout life to retard the premature debilitating aspects of aging.

Certain priorities exist:

1. Provision of adequate income to the aging.
2. Provision of adequate nutrition to the aging.
3. Provision of adequate health services to the aging.
4. Federal, State and local funding to insure immediate implementation of the above.
5. Prompt provision of substantial increases in Federal funding for support of education, research and development in nutrition and gerontology.

Recommendation No. 1: MEAL DELIVERY

The U.S. Government, having acknowledged the right of every resident to adequate health and nutrition, must now accept its obligation to provide the opportunity for adequate nutrition to every aged resident. Immediate attention must be given to developing a new system of food delivery based on modern technical capability by which meals supplying a substantial proportion of nutrient requirements can be distributed to the aged through restaurants, institutions and private homes when this is necessary. Regional, urban and cultural differences in the United States will require that a variety of systems may be necessary to accomplish this goal.

The Administration on Aging within the Department of Health, Education, and Welfare and the Department of Agriculture should begin at once to implement a variety of meal delivery systems in the following ways:

1. Assemble a working party of scientists, industrialists and representative aged persons with experience in nutrition science, food preparation, food habits, and meal service

who will review existing experience with low cost meals and meal delivery service.

2. Undertake permanent funding programs of daily meal delivery service, initially consisting of at least one meal for all the aged needing this service and desiring it, in both urban and rural locations emphasizing the importance of the values of eating in group settings where possible. This service may be provided in restaurants, institutions or other suitable sites for the well aged or at home for the homebound.
3. Develop a system of reimbursement with either food stamps or coupons, as outlined in Recommendation No. 3 of this Panel, or credit cards which will be acceptable to the recipients and efficient for the system, and which will retain freedom of choice for the user.
4. Develop surveillance systems that will insure both the nutritional quality and the acceptability of the meals. The single daily meal will furnish at least one-half of the daily Recommended Dietary Allowance of the Food and Nutrition Board of the National Research Council. It may include foods to be eaten at other times during the day. The remaining allowance, especially of calories, may be obtained by the individual's initiative facilitated by income supplements and the revised food stamp program when necessary. The meal delivery system should extend to all areas as feasible systems are developed.

Recommendation No. 2: INCREASED INCOME

Because diet quality and income are related, and because many older people do not have the income to provide adequate nutritious diets, immediate increases in the incomes of elderly people are a vital first step in freeing the aged from hunger and malnutrition.

Therefore it is recommended:

1. That social security benefits be increased by 50 percent and the minimum benefit raised from $55 to $120 monthly within the next 2 years, taking an additional 5 million people out of poverty and hunger.
2. That the public welfare system be completely revised to provide a Federal welfare program with adequate payments based solely on need of the consumer and with Federal financing and administration of welfare costs.
3. That the Federal Government assure all Americans the economic means for procuring the elements of optimum nutrition and health, and assure the distribution, availability and utilization of adequate information, facilities, and services.
4. That the Federal Government eliminate all barriers to adequate nutrition and health for all segments of the population, particularly those groups with special needs, e.g., the aged, the poor, the handicapped and minority groups, including those using languages other than English.
5. While the Panel on Aging joins other panels in endorsing a guaranteed annual income, we are concerned that older individuals, having contributed to and living within their social security benefits, may find their standard of living reduced. Therefore, we recommend that social security beneficiaries receive income in an amount at least of a level on parity with any implemented system of guaranteed annual income.

Recommendation No. 3: FOOD STAMP PROGRAM REVISIONS

Supporting the position of Panel V–3, and supporting the policy position of the President that urges revision of the food stamp program as an interim mechanism for implementing the procurement of food by the poor; and supporting the immediate enactment by Congress of S. 2014 and urging the entire White House Conference to press for its enactment,

The Panel on Aging makes the following additional recommendations:

1. The food stamp program must be revised so that any individual or family receiving food stamps may purchase prepared meals with stamps. Restrictions in current legislation limiting eligibility for food stamps to those having adequate cooking facilities must be eliminated.
2. Eligibility for food stamps must be established on the basis of self-declaration under clear, simple, uniform, and widely published Federal standards.
3. Such standards must permit very low income persons and families to obtain stamps without cost. Those who purchase stamps must be permitted to purchase portions of their allotment at various times throughout the month.

4. The U.S. Department of Health, Education, and Welfare should initiate ongoing impact research to monitor and evaluate the effectiveness of the food stamp program in placing the resources for sound nutrition into the hands of all low-income Americans.

Recommendation No. 4: EDUCATION, RESEARCH AND DEVELOPMENT

It is recommended:

1. That the U.S. Government develop guidelines for a nutrition education program aimed at the elderly. This program should include an emphasis on physical activity and social interaction. These guidelines should give direction to mass media, voluntary and official agencies, advertising agencies and industry. To avoid preventable nutritional and health disabilities of aging, these guidelines should emphasize adequate nutrition education and practice throughout life.
2. That educational programs for the elderly be developed by competent, qualified health and social service personnel including those specializing in diet counseling, utilizing a variety of media. These programs should recognize educational reading levels, common language usage, and ethnic or cultural backgrounds, to provide a means of effective education and communication on all aspects of food supply, nutrition and health. These programs should include direct handout material, media programing and the training of indigenous senior citizens where possible as community workers in all service areas.
3. That Government funds be provided to augment training programs for preparation of professional and subprofessional workers in nutrition and gerontology.
4. That surveys of institutionalized and noninstitutionalized aged be carried out with respect to their nutrition and health status and that these data be used to eliminate faculty diagnoses based on dietary deficiencies.
5. That because of the mental health problems associated with the problems of social isolation and inadequate nutrition, a National Commission for Mental Health of the Aged be established.
6. That substantial funds be devoted to the support of basic and applied research as an investment for the future health and nutrition of the Nation. Since effective action programs are based on research findings, immediate action must be based on the best information currently available. However, it must be recognized that continued research on the basic nature of aging and its relation to nutrition is essential for progress in the future.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL II–4: The Aging

The task force felt that residency and citizenship requirements for old age assistance should be done away with. The task force also felt social security benefits should be fully retroactive back to the time of first eligibility for those belatedly applying for benefits. Both of these suggestions were ignored by the panel on the aging.

PANEL II-5: The Sick: Nutrition and Public Health; Nutrition and Hospital Care; The Role of Outpatient Services. Outreach into the Community; Medical Care.

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Vice Chairman: George J. Christakis, M.D., Associate Dean and Professor of Community Medicine (nutrition), Mount Sinai School of Medicine, New York, N.Y.

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REPORT OF PANEL II–5

This Panel has focused its work on the relation of food and nutrition to the sick. In doing so it fully recognized that this is but one facet of the comprehensive health services necessary for the building and maintenance of a healthy population. It is recognized that food is a basic factor in health. Yet it is also realized that adequate food and nutrition alone does not assure health and is but one of a whole constellation of factors necessary for the preservation of health and recovery from illness.

Food and nutrition are such critically important factors that the Panel believes there was ample justification for a White House conference to concentrate primary attention on the role of food and nutrition in health. It is hoped and urged that future conferences may attack the broader problems inherent in the provision of comprehensive health services.

The health of the people is a nation's most valuable asset. This makes it imperative to recommend that health be given the highest national priority and that the executive and legislative branches of the Federal Government be urged to mobilize the energies and resources so that the priority of health can be met.

Recommendation No. 1

We recommend: That a Federal Nutrition Commission be established and adequately funded, chaired by an appointee of the President with representatives from the Federal Government at the Cabinet level whose responsibilities are directly related to programs involving food, nutrition, and health. This Commission also shall include an equal number of representatives from the professional community and an equal number of persons from the categories to be served. This Commission shall develop a national nutrition policy. Program reports and recommendations will be made regularly and at least annually to the President.

Recommendation No. 2

We recommend: That the position of special assistant to the President for nutrition be designated in the White House as Executive Secretary of the Federal Nutrition Commission to follow through in implementing the findings and recommendations of this conference and to serve as eyes and ears for the President.

Recommendation No. 3

We recommend: That the Secretary of Health, Education, and Welfare be assigned by Presidential Executive order Government-wide responsibility for the implementation of the policy established by the Federal Nutrition Commission.

Recommendation No. 4

We recommend: That each State be required to establish a State council on nutrition to be chaired by an appointee of the Governor. This council shall be composed of representatives from each State agency concerned with food, nutrition, and health, an equal number of representatives from the professional community, and an equal number of representatives from the categories to be served. This council shall be charged with the coordination of a State nutrition program, to see that the guidelines of the Federal Nutrition Commission are carried out, and shall advise the Governor which State and local agencies are to be responsible for the implementation of such programs.

That a rigid mechanism be established to assure that local administrators or agencies do not block the delivery of food, food stamps, vouchers or anything pertaining to the livelihood of the poor, the sick or institutions serving these categories of people.

Recommendation No. 5

We recommend: That a nutrition program be authorized and financed within the U.S. Department of Health, Education, and Welfare under the leadership of a Deputy Assistant Secretary with established competence in nutrition. This program shall include research; monitoring of nutritional status of the population with emphasis on underprivileged groups; professional and public education; training grants in health to students; community demonstration grants; action programs to maximize the application of current nutrition knowledge; commodity distribution; food stamps or other food subsidies designed to prevent, control, or treat malnutrition. Due consideration shall be given to the environmental health aspects in these programs.

Recommendation No. 6

We recommend: That physicians and the staffs of State and local official and voluntary health agencies, hospitals, regional medical programs, and professional associations should be made aware of the comprehensive health care needs, and their expertise shall be utilized to coordinate all other agencies in health care, including nutrition services. Special emphasis should be placed on pregnant and lactating women, the aged, the chronically ill, and underprivileged children.

Recommendation No. 7

We recommend: That a program be implemented to provide a corps of appropriately trained extended home-care generalists who would be based in medical centers, hospitals, and community or neighborhood health centers to provide a continuing exchange between the patient and the health care team and insure the quality of nutrition and other components of comprehensive health care prescribed for the individual. Such a program has the added impact of providing direct training of other members of the family in the health care of the patient.

Essential to insuring quality care by the home care generalist is their close supervision by and continuing communication with the appropriate members of the health care team, e.g., dietitian, physical therapist, nurse, medical social worker, and physician.

Recommendation No. 8

We recommend: That Federal Government should provide support for the establishment of high level nutrition teaching and research centers in every State and provide the funds for facilities, fellowships, research, continuing nutrition surveys, community education, inservice and continuing education programs, training for medical students, physicians and allied health personnel, and postgraduate training for physicians.

Recommendation No. 9

We recommend: That the health manpower training program and related legislation give equal place and support to institutional grants and student traineeships for the adequate training of nutritionists and dietitians.

Recommendation No. 10

We recommend: That the services of a nutritionist should be made reimbursable under medicare, medicaid and other third-party payment programs and agencies.

Recommendation No. 11

We recommend:

That nutritional care be an integral part of total medical service, based upon the needs of the individual patient.

That the medical and dietetic professions recognize the growing importance and changing aspects of nutrition as a part of total medical care, for example for patients in intensive care, coronary care, renal dialysis, and metabolic units.

That administrative aspects of food service, though important, not be the primary criteria for dietetic systems planning and management.

That strong emphasis be placed on the nutritional aspects of patient care through greater application of the nutrition sciences to clinical medicine by physicians, and maximal utilization of the dietitian as a contributing member of the health care team in in-patient and outpatient care and in the out-reach into the community, including nursing and convalescent homes and as an educator to patients, and their families, and to the personnel of medical care facilities and agencies.

Recommendation No. 12

We recommend: That greater attention be given to the nutritional care of all patients, whether on normal or therapeutic diets, including the taking of a diet history by the physician and/or dietitian with specific nutritional therapy and education during and after their health care facility stay. Third-party payments for medical services shall be contingent upon the adequacy of the nutritional services offered.

Recommendation No. 13

We recommend: That the medical and dietetics professions standardize commonly used modified diets and evaluate the need for development of foods for emerging diet modifications so that industry can apply expertise in the development of food items suitable for use in a variety of food service systems. That such foods be made available to people at home as well as those in health care facilities.

Recommendation No. 14

The recognition and subsequent documentation of nutritional problems in the United States has been a major factor in mobilizing an attack on hunger and malnutrition. In the past, a limiting factor in documenting these nutrition problems has been the inability to collect manually, analyze and evaluate health, specifically nutrition data, on large populations. Large scale studies have been made feasible due, in part, to developments in computer technology. With computer assistance, the nutrition sciences now can cope more effectively with the inherent information handling barriers. A related problem has been the lack of valid, current and extensive food nutrient data.

Many of the recommendations of this Conference relate to monitoring and surveillance, education and communications regarding nutrition at National, State, and local level.

The following are recommendations that pertain to education, nutrition monitoring, and other health care goals, utilizing computer technology whenever possible for meeting and improving current and emerging health care and food related programs and systems:

1. That computerized health, medical and/or hospital information systems include a nutrition profile (diet history, assessment of all food composition nutrient data and nutrition status) as part of any patient data management profile (data base).
2. That a computerized national nutrition data center be developed for recording, retrieving, and distributing all food composition nutrient data. Said nutrient data center evaluate and distribute nutrition (as well as food) data in a standardized format to health and/or business related individuals, agencies, or industries. Data files be dynamically flexible and open ended.

   That there be developed a national analytical laboratory for nutrient analyses. Said laboratory should be staffed and equipped for all food composition nutrient assays deemed necessary by a competent systems oriented team. Assays include but not be limited to all foods—natural state and convenience foods. Food nutrient assay data be available through the national nutrition data center. Analysis include food additives, pesticides, and radioactivity levels if any. All relevant food composition and nutrient data from official and voluntary agencies be incorporated into the data bank.
3. A standardized methodology be developed, designed for collecting, recording, collating, and analyzing nutrient data from health care facilities, surveys, and other nutritional evaluation efforts.
4. That a uniform numbering system(s) be developed for food items (individual foods, products, and nutrients, etc.) that would include, with provision for expansion, all food items utilized in the United States.
5. That Computer Assisted Instruction, including related support educational media and equipment, be developed for nutrition education.
6. That Computer Assisted Instruction be employed for nutrition education of individuals and health professionals. That development of educational materials be initiated, tested, and distributed as soon as possible. The Regional Medical Program has demonstrated a workable mechanism to disseminate continuing education media via Computer Assisted Instruction.
7. That nutrition status be a part of any computerized education information system.
8. That a feasibility study be made of a computer simulation model of nutrition and food as planned and utilized in the United States. That a smaller and less complex model be evaluated for hospital, extended care facilities, and community health care systems.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL II–5: The Sick

We suggest that the personnel composing the proposed Federal Comprehensive Health Care Council include not only representatives from the professional community but an equal number of consumers. We propose that there be a Comprehensive Health Care Council in every State as a prerequisite to grants-in-aid for complementary health care.

PANEL II–6: Groups for Whom the Federal Government has Special Responsibilities: Subpanels: 1. Pacific Group; 2. Caribbean Group; 3. American Indians and Alaska Natives; 4. Migrant and Seasonal Farm Workers; 5. District of Columbia; 6. The Military.

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Chairman (Subpanel on Pacific Group): Salofi R. Sotoa, Takoma Park, Md. Representative from American Samoa.

Chairman (Subpanel on Caribbean Group): Julia Wallace (Mrs. Viggo Wallace), Director, Bureau of Nutrition Services, Virgin Islands Department of Health, St. Thomas, V.I.

Chairman (Subpanel on American Indians and Alaska Natives): Mrs. Eunice Larrabee, Tribal Coordinator, Cheyenne River-Sioux Tribe, Eagle Butte, S. Dak.

Cochairman (Subpanel on Migrant and Seasonal Farm Workers): Marvin Davies, Florida Field Director, National Association for the Advancement of Colored People, St. Petersburg, Fla.

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REPORT OF PANEL II-6

INTRODUCTION

The Panel is responsible for making recommendations for people who live in very different geographic areas with extremes of environmental conditions and who have a variety of ethnic and cultural backgrounds. Therefore the majority of recommendations relate to specific groups of people and only a few are generalized to cover all areas.

For purposes of its deliberations and its recommendations the Panel has considered six categories of groups as follows:

1. The Pacific Group (Guam, American Samoa and the U.S. Trust Territories).
2. The Caribbean Group (Puerto Rico and Virgin Islands).
3. The American Indians and Alaska Natives.
4. The Migrant Workers.
5. The District of Columbia.
6. The Military.

The Panel feels that its recommendations are of special importance because the people in these categories are all persons for whom the Federal Government has a special and relatively direct responsibility. Implementation of many of the recommendations relating to these groups is possible by the Federal Government without the necessity of seeking either State legislation or State financing. Early attention to and action upon these recommendations will, therefore, provide a clear indication of the willingness of the Federal Government to implement the President's pledge "to reaffirm our commitment to a full and healthful diet for every citizen" and "to end malnutrition and hunger among the poor."

Failure to move towards effecting recommendations relating to these groups of our people will be interpreted as failure of resolve on the part of the executive and legislative branches of the Federal Government, and will discourage State and local governments and the private sector from accepting their responsibilities in respect to the solution of problems of malnutrition in America.

GENERAL RECOMMENDATIONS

Transfer of Authority for Food Programs

The Food Stamp, the Food Commodity, and the School Lunch programs are currently handled federally by the Department of Agriculture. The Panel generally believed that the U.S. Department of Health, Education, and Welfare, with its mandates in the areas of health, education, and welfare, would be a more appropriate agency to handle these programs.

We recommend:

1. That Federal responsibility for the Food Stamp, Food Commodity and School Lunch programs be transferred from the U.S. Department of Agriculture to the U.S. Department of Health, Education, and Welfare in 1970.
2. That a single officer at the level of Assistant Secretary have responsibility for coordinating these food programs and activities in nutrition education.

Food Stamps Preferred to Food Commodities

The commodity distribution program, originally designed as a method of disposing of farm surpluses, is gradually evolving into a bona fide program for feeding the hungry. However, the selection of locally distributed foods, even when adequate, rests in the hands of the Government supervisor, rather than in the hands of the consumer. The volume of food, and the choices available to the various cultures, are adequate.

Food stamps, on the other hand, allow the consumer to select his own food and afford greater flexibility for adjustments to meet cultural differences in food preferences.

We recommend:

1. That the commodity distribution program be replaced ultimately by the food stamp program in most areas of the country as eligibility and certification criteria are revised to permit participation of all those in need of food assistance. Specific exceptions should be made to allow operation of either the food stamp or commodity program, or simultaneous operation of both, in areas which are not part of the continental U.S. and for remote areas where selection of foodstuffs at commercial stores is difficult. Where commodity distribution programs are replaced by food stamp programs, nutritional guidance should be continued for better selection of foods so purchased. Purchase of stamps should be made possible for families lacking sufficient funds through permitting purchases in smaller quantities at more frequent intervals.
2. That the amount of food stamps available to hungry people be determined by nutritional need. Free food stamps should be made available for those with very low or with no incomes.
3. That the food stamp program should be regarded as a temporary measure to operate only until incomes of all citizens can be raised to acceptable levels by other measures.
4. That the administrative procedures applied in procuring food through the food stamp and commodity distribution programs be simplified.

Report of Subpanel on Pacific Group: Guam, American Samoa, and the U.S. Pacific Trust Territory

PREAMBLE

It is incumbent on the Federal Government to address itself effectively to the food and nutrition problems of Guam, Samoa and the Pacific Trust Territory as all are areas for which the United States has responsibility. Little real data concerning the nutritional needs of these regions exist, but the impression is widespread that the nutrition of the people was fairly adequate when they lived mainly on indigenous foods. It is probable that foods provided during the weaning and post-weaning periods were and remain inadequate. However, recent changes including consequences of commercial development, importation of foods, and European influences have resulted in new nutritional problems. Several of the recommendations that follow are made in an effort to remedy this situation, in part by encouraging continuation of good traditional practices with the hope that there may be developed a greater self-sufficiency in food production by these islands.

Establishment of Coordinating Nutrition Committees

Programs relating to nutrition conducted in the fields of agriculture, education, and health are currently not coordinated. A long-term nutrition program has never been worked out for the islands. Similarly, there is no system for evaluating nutrition-related activities.

We recommend:

1. That the Departments of Interior, HEW, and Agriculture establish a long range nutrition program.
2. That *the highest priority* be given to the establishment of a *Coordinating Nutrition Committee* with wide representation including persons from different disciplines (health. agriculture, education, etc.). This committee would initiate and coordinate food and nutrition activities in the Trust Territory, Samoa, and Guam. It would have responsibility for undertaking evaluation of nutrition programs and for directing dietary and nutrition surveys when necessary.
3. That by December 1970 a physician with training in nutrition be appointed as full-time executive director of the Coordinating Nutrition Committee. That the committee be granted a budget of $200,000 annually to carry out its functions.
4. That this committee, recognizing the diversity of the needs on Guam, American Samoa, and Trust Territory, be responsible for establishing training programs to teach local individuals sanitation, preparation and storage of foods (indigenous as well as European foods).
5. That a prime responsibility of this committee be to collect, review, evaluate, and implement feasible recommendations emanating from previous surveys and committee reports.
6. That this committee regularly monitor the level and extent of enrichment or fortification of foods imported and used by the people living in the Pacific group (example: enrichment of wheat flour, iodizing of salt, and fortification of rice).
7. That this committee obtain expert advice from the appropriate Government agencies, investigate with them the inspecting, spraying, and quarantining procedures for agricultural products shipped between the districts of the Pacific Trust Territory and Guam, and between American Samoa and Western Samoa, with the aim of creating free movement of these fresh foods among the islands.
8. That the chief executive of each territory, with the approval of the legislature, appoint a local nutrition committee; the number of members, the functions and the staff of each committee to be determined locally. Further, that the Secretary of the Interior provide the financial resources needed to support each local committee's work.
9. That the President direct the Secretary of Health, Education, and Welfare under Public Law 87–749, the Partnership for Health Program, adequate funds and the necessary technical and professional services to American Samoa, Guam, and the Trust Territory to enable the existing territorial health commit-

tees to develop before July 1, 1970, plans for a nutrition program as an integral part of the territorial comprehensive health plan.

Food Production, Transportation, Marketing, and Preservation

An important factor affecting the economic and the nutritional situation of the people in the Pacific group results from the ever-increasing consumption of imported as opposed to locally produced foodstuffs. This often leads to increased costs of food and frequently to ingestion of nutritionally inferior foods. A remedy for this problem lies in stimulating local production, reducing transportation costs and encouraging preservation, processing, and marketing of local foods.

We recommend:

1. That the Departments of Interior and Agriculture immediately assign a group to improve the marketing, transportation, and preservation methods (for such foods as breadfruit, bananas, taro, citrus fruits, and fish) and to study the local consumer acceptability.
2. That increased assistance be given for primary production of indigenous food crops and establishment of canneries and other forms of food preservation. This should include provision of both funds and personnel to increase both research and extension activities.
3. That improvements be made in the system of shipping freight between islands (Guam and Samoa) and the Trust Territory and the mainland. Two additional intra- and interdistrict ships with refrigeration facilities (350–500 tons capacity) should be procured for use in the Trust Territory to enhance food distribution. It is further recommended that shipping be the responsibility of the government on a subsidized basis because present commercial freight rates results in extremely high costs for transportation of food and other items.
4. That transportation within the islands be improved by the construction of a road system to serve agriculturally productive areas.
5. That the Government control for two short takeoff-landing aircraft (or seaplanes), 4–6 passenger capacity, be directed by Government contract to facilitate caring for the acutely ill, evacuating individuals, or delivering needed medical supplies, and to provide for routine administrative and educational liaison.
6. That the Federal Government make funds available both for the establishment of farming and marketing cooperatives and to provide low-interest loans for farmers and groups of farmers for mechanization and improvement of farming and for establishment of small industries related to food preservation. That $1,500,000 be made available to the Trust Territory and $1 million each to Guam and American Samoa initially in 1970 for this purpose. Further, that subsidized rental of heavy equipment used in the preparation of land for farming be provided as needed, in addition to the above amounts of money. That the Coordinating Nutrition Committee (see recommendation 1) determine the best methods or agency to handle the credits. Consideration should be given as to whether a development bank should operate this facility.
7. That Public Law 88–309, which provides for commercial fisheries and research development, be extended to include the Trust Territory.
8. That the Federal Government allocate additional funds to the Health and Transportation Departments of the three island territories to cover the cost of these recommendations. The overall budget of these territories could not meet these expenses.
9. That the relevant laws, which provide for the elimination of tariffs, be extended to include the Trust Territory.

Animal Protein Foods

There is a shortage of animal protein foods in the diets of some sections of the populations of these islands. A good potential for livestock production and dairying exists in some areas. However, regulations forbid the free movement of meat among the islands and Government action has resulted in the closing of a dairy in Samoa. Greatly increased production of poultry and fish are also possible.

We recommend:

1. That the U.S. Department of Agriculture immediately provide the necessary staff and facilities for the inspection of livestock and meat to allow its free movement between different parts of the Pacific group and the mainland. That their staff remain until local staff have been trained to carry out this function.
2. That the USDA immediately provide personnel and facilities for identification of and research on common animal, poultry, and plant diseases.
3. That the conditions which led to the closing of the dairy on Samoa be investigated and in interests of improved nutrition immediate steps be taken to reopen the dairy.
4. That greatly increased assistance be given to stimulate the production of meat and dairy products in the islands, such as providing assistance in the supply and production of suitable rations for beef, swine, and poultry.
5. That assistance be given to increasing the production and consumption of both fish and poultry.

Institutional Meals

Many Government institutions such as schools and hospitals are not currently providing well-balanced diets. These institutions should be setting a good example and using these feeding programs for nutrition education.

We recommend:

That the budget for Government institutions, such as hospitals and schools, be increased in 1971 so that an improved diet be provided, utilizing where possible local and not imported foods. These foods should be of a kind that are both nutritious and acceptable, taking account of local customs. These programs should be used both to improve nutritional status of the groups being served and to form the basis of nutrition education.

Free School Meals

There are children attending public schools whose parents cannot afford to purchase their school lunches. A system by which these children receive a free lunch tends to isolate them and cause them embarrassment. The principle of free school lunches has been widely adopted in many progressive countries (and in Puerto Rico and the Virgin Islands).

We recommend:

1. That the Federal Government provide funds to allow for a free lunch to be provided to all children in all schools in the islands. That this include funds for the costs of transportation of food, of kitchen facilities and utensils. Funds for these should be provided irrespective of the financial ability of the community.
2. That the Federal Government provide added funds to allow provision of a free breakfast for those children with special needs.
3. That schoolteachers be trained to provide nutrition education for their pupils.

Relief in Case of Hurricane

Hurricanes are a periodic feature of certain Pacific islands. These can lead to loss of a whole season's crops. They also cause extensive devastation to housing.

We recommend:

1. That the Federal Government be prepared to provide adequate relief in the event of food losses due to hurricanes. Detailed plans for all types of relief should exist and should be implemented at short notice.
2. That the Federal Government encourage and assist the lawmaking bodies of Guam, American Samoa, and the Trust Territory to enact appropriate legislation granting the local executive branches of government the power to enact and enforce emergency controls over the prices locally charged for essential food staples (and other commodities necessary to community health and rehabilitation) for a period of at least six months following a disaster.
3. That in the event that a population concentration (50 or more persons) loses 40 percent or more of the local food resources and/or supplies due to a disaster (hurricane, tidal wave, or air calamity), the Federal Government empower the chief executive of the territory or possession to assure that immediate relief be available commensurate to the loss. Moreover, restocking and rehabilitation of

that population should begin within 3 months following the disaster.

The Problem of Dental Disease

There are serious problems of dental caries and periodontal disease in the Pacific group of islands. The situation appears to be getting worse, almost certainly due to an increased consumption of carbonated drinks, candy, and other refined carbohydrate foods. There is a shortage of staff to provide both preventive and curative care.

We recommend:

1. That an investigation be made of the increase in dental caries and of the reasons for it.
2. That steps be taken to alleviate the situation by providing more dentists and dental hygienists.
3. That funds be made available for the local training of dental assistants who would be authorized to perform simple conservative dentistry and to provide preventive dental services, especially in more remote areas. This should begin by July 1970.
4. That the South Pacific Commission make facilities available for the increased acceptances of persons from the U.S. Pacific territories in the medical and dental schools at Suva, Fiji, and that the Federal Government make funds available to allow for this.
5. That incentives be provided to encourage medical and dental staff to work in remote areas. That consideration be given to higher salaries for those working in these areas.

Disparity of Income Levels

The introduction in section II–6 delineates that extreme differences and requirements exist in the various geographical areas. It should be clearly pointed out that because the Trust Territory is not a possession territory of the United States it does not qualify for many U.S. Federal grants as do other islands in the Pacific group. Double pay scales exist for the same job (American vs. Micronesian) despite the fact that all must purchase food and supplies from the same source.

We recommend:

That the President give early attention to this matter and direct the Department of the Interior, Department of Commerce, or any other appropriate U.S. agency to resolve the disparity in the basic minimum wage and to accept the responsibility of laying an adequate floor under the income of every family, thus providing the means for a full and healthful diet and for the alleviation of inequities.

OEO Programs

Because OEO programs have been developed from community needs, they have given great hope for those areas in the Trust Territory and Guam where they are now in operation. It will be disheartening and discouraging if these programs are cut or discontinued.

We recommend: That OEO programs be continued in Guam and the Trust Territory, and be extended to American Samoa.

Creation of a Pacific Islands Regional Commission

Although geographically, ethnically, and politically separate entities, the three Pacific territories under U.S. control (Guam, American Samoa, Trust Territory) share certain economic and social problems affecting health and welfare which are unique and which cannot be solved by any simple formula of income maintenance or the usual Federal programs of food distribution. Some of the features of this regional commonality include:

1. An isolated tropic island environment thousands of miles removed from the United States and from world markets and sources of supply.
2. An uneven economy which despite promising beginnings of tourism and commercial fishing in a few areas, is for the bulk of the population of the region still based either on a declining agricultural industry (copra production) or the unpredictable windfalls of Defense Department expenditure.
3. A food production base largely characterized by a pattern of family subsistence farming and fishing which with present traditional techniques cannot support the rapidly growing town dwelling population (now exceeding 30 percent of the total) which is almost completely dependent on the dollar wage economy.
4. A scarcity of capital for developmental investment in industry or agriculture.

5. An average employment level many times lower than that for the continental United States and a median family income that is as low or lower than that for any jurisdiction under the American flag. (In the Trust Territory, for example, family income for 90 percent of the population is less than $1,600 per year.)
6. A dramatically high emigration rate from at least two of the areas (American Samoa and the Trust Territory) to high-wage areas in the United States proper by many of the best educated inhabitants depletes an already scarce human resource.
7. A generally low level of educational completion and English language fluency, complicated by an even lower level of training in vocational skills.
8. A costly, irregular, and unequalized system of commodity distribution, food and otherwise, by commercial sea transport. This system benefits only a few population centers in the region, yet its cost places anything more than physical survival beyond the reach of the average islander.
9. A perceptible effort by nonislander-owned commercial industrial interests (such as canneries, fuel distributors, and hotels) to dominate economic development in the region to their exclusive financial interest with little reference to wishes of the three areas' elected leaders or the region's serious employment needs.
10. A haphazard and uncoordinated application of Federal assistance programs in the region. Relatively few of the programs offered by different Federal agencies are extended to these three island territories and their introduction or nonintroduction would appear to be dictated by political expediency, the rivalries existing between those agencies, and the wishes of the Secretary of the Interior. These program efforts have seldom been coordinated locally, and participation in either planning or implementation by the region's elected leaders has seldom been encouraged.
11. Lastly, the three territories possess strong (albeit non-Anglo Saxon cultural traditions) and a social organization which places a high value on familial self-reliance.

    For technological and other reasons this indigenous system of self-help can support neither the satisfactions nor the basic human survival needs which normally should accompany economic development in the 20th century.

From the above, the panel deems it imperative that there now be created a mechanism to coordinate all Federal and local resources of the three territories in the design of a long-range regional economic development plan calculated to raise employment, income, and health levels to a level equal to the average for the rest of the United States without an indiscriminate sacrifice of supportive traditional institutions and indigenous social patterns.

We recommend:

1. That the President direct the Secretary of Commerce and the Secretary of the Interior to consult with the chief executive of Guam, American Samoa and the Trust Territory and their elected territorial legislatures, to secure their views, relative to the designation of a Pacific Islands Regional Commission, organized pursuant to title V of the Public Works and Economic Development Act of 1965 (Public Law 84–136, title V et seq.).
2. That, if its creation be requested by the three areas concerned, this Commission develop and implement a long-range program of public and private investment which would substantially close the existing gap in employment, income, health, and education to a level aproaching the U.S. average and would supply technical and program assistance to the territorial planning organization. It is to be understood that in developing its long-range program, the Commission would carefully evaluate and, if still valid, incorporate the recommendations contained in the numerous and costly economic surveys conducted in all three territories of the region over the past decade. The concern of the panel is that the creation of the Pacific Island Regional Commission not simply result in "another study" but be productive of immediate action.
3. That, upon approval of such a long-range development plan in accordance with the afore-

mentioned act, all Federal (and local) agencies be required to cooperate with the Pacific Islands Regional Commission in its planning, and to coordinate their several programs of assistance in support of this approved plan.

Implementation of Pacific Area Recommendations

Taking account of the fact that President Nixon has indicated that the recommendations of the White House Conference will not be forgotten or be allowed to gather dust on library shelves, and that money spent for conferences is wasted if recommendations are not implemented,

We recommend:

1. That the budgets of all three territories be substantially increased to meet the cost of these recommendations and to improve the general standards of life on the islands.
2. That progress reports on the implementation of these recommendations be submitted regularly to conference participants and that in 12 months time a group from this Panel be called together to learn of the progress.
3. That copies of the proceedings of the White House Conference be sent to legislators in the islands.

Report of Subpanel on Caribbean Group: Puerto Rico and Virgin Islands

PREAMBLE

Food, nutrition, and health problems in the Caribbean vary, and for this reason the same solutions cannot be applied in all localities. Programs may differ from those of the mainland United States. Agencies and organizations already established in a community should be the starting point in intensifying and expanding programs to meet the food, nutritional and health needs of the populations of this area.

Food Availability

In Puerto Rico, local food production of agricultural products such as fruits, starchy vegetables (yams, taniers, plantain, bananas, breadfruit, sweet potatoes), and green and yellow vegetables which are good sources of vitamins C and A, has been ineffective low and unstable. There is a need for creating more incentives and better marketing practices and facilities. There is some importation of products which should be produced locally.

In the Virgin Islands, many meat products, fruits, and vegetables are imported, generally frozen, and home production is practically nonexistent. There is some local production, but this does not meet the demands and needs of the total population. There is also a need in the Virgin Islands for creating incentives and better marketing practices and facilities. Because of the cultural food habits of a high percent of the low-income persons there is a need for a local source of supply of fresh tropical fruits and vegetables and meat products which could be produced and marketed in the islands at lower cost.

We recommend:

That the Federal Government provide additional funds and, if necessary, consulting services to intensify efforts to increase local food production in Puerto Rico and the Virgin Islands and to improve marketing practices and facilities especially of milk, meat products, fruits, vegetables, and legumes. Budgetary provisions should be made for the coming fiscal year.

Dairy Products

In Puerto Rico and the Virgin Islands the populations are highly conscious of the need for an adequate consumption of milk, and the cultural preference is for fresh fluid milk among all income levels. In Puerto Rico the dairy industry has significantly increased its production in the last 18 years. In both Puerto Rico and the Virgin Islands, some milk is imported. In both places the price is high and low-income groups cannot afford adequate quantities.

Evidence from recent nutrition surveys indicates an insufficient consumption of milk by low-income families, and the diets of preschool children and expectant mothers, show a need for additional vitamin A, riboflavin, and calcium. Milk would provide these nutrients.

There is an urgent need to make fresh milk available at a price within the reach of low-income groups. This could be done by subsidy or by the production of adequate low-cost milk substitutes which in taste, color, texture, and nutritive value are similar to fresh milk. Filled milk, with the above physical and nutritive characteristics, could be elaborated by the Puerto Rico dairy industry. The Virgin Islands needs to develop such an industry.

We recommend:

1. That the Federal Government encourage (by incentives and statements of policy) the development of industries to produce filled milk locally which in taste, color, texture, and nutritive value is similar to fresh milk.
2. That existing Federal and local milk distribution programs be maintained and expanded.
3. That the Federal Government subsidize families for the purchase of fresh milk.

Food Importation

In both Puerto Rico and the Virgin Islands, a high percent of the foods are imported. This adds to the cost so that a nutritious diet is not within the income reach of a majority of the population. Present trade restrictions on the importation of food, primarily at the port of Puerto Rico, further increases the cost and lowers the availability of nutritious foods.

We recommend:

> That a special committee (composed of the appropriate Federal and local authorities and persons with expertise in nutrition, agriculture, and economics from Puerto Rico and the Virgin Islands), be appointed to make a review of existing trade restrictions on the importation of staple, nutritious and culturally desirable foods. This committee should recommend within 6 months revisions of regulations concerning importations. These recommendations should be implemented to make possible the importation of these foods to be sold at a purchase price within the reach of all income groups.

Food Stamp and Food Commodity Program

Based on the experience of other communities in the changeover from the commodity distribution program to the food stamp program and because of serious concern for elderly and incapacitated individuals as well as families living in remote areas in both Puerto Rico and the Virgin Islands, it is doubtful if food could be available through only one program to meet the needs of all needy persons.

In the Caribbean, decisions on types and amounts of food are brought in under the commodity distribution programs are made by persons who are not knowledgeable of the nutritional needs, cultural habits and the desires of the population. Some nutritious commodity foods, which may be culturally acceptable in other population groups, but which are not well liked by the Caribbean people, are nevertheless, imported because of administrative decisions made without consultation with local nutrition authorities.

The Federal supplementary food program (for low-income groups vulnerable to malnutrition) has not been extended to Puerto Rico and the Virgin Islands, and there is a great need for such a program.

We recommend:

1. That both the food stamp program and the commodity distribution program be in operation in Puerto Rico and the Virgin Islands.
2. That the Federal supplementary food program be extended to Puerto Rico and the Virgin Islands.
3. That both the food stamp program and the commodity distribution programs be based on existing nutrition problems and not only in income.
4. That the Federal Government should in the future base these programs on nutritional needs and the nutritional values of food. All decisions relating to these programs should be made by nutrition authorities who have knowledge of the local culture, and not by administrative personnel not educated in nutrition.

Local Consultation and More Flexibility

Federal agencies often make rigid decisions, and establish policies at the national level, without allowing for regional variations or consultation with local government agencies. On occasion, this results in duplication of effort, loss of money, inefficiency, confusion and conflict with already established local programs, and other undesirable administrative problems.

As a result many families either do not benefit from the programs or they experience delay in receiving benefits. Because of this, certain local government programs have been disrupted or negatively affected.

We recommend:

1. That the Federal Government allow for more flexibility. There should be less adherence to blueprint rules and regulations by Federal and local agencies in the administration of food and nutrition programs. These should allow for regional differences in nutrition needs, problems and habits (i.e., allow for seasonal and transitory variations in family income; include new categories of recipients on the basis of unexpected situations; provide for prompter and simpler certification of cases; and allow for modifications in the amounts and types of foods distributed to particular areas).
2. That the Federal Government consult with the local governments before assigning any responsibility for operation of food and nutrition programs being introduced into the area.

These recommendations should go into effect immediately.

Adequate Incomes

Although Puerto Rico and the Virgin Islands have the highest per capita incomes in the Caribbean, there are many individuals with incomes of less than $1,000, and many families with incomes of less than $3,000 per year. There is therefore a large group of persons who cannot afford an adequate diet for themselves or their families.

We recommend:

1. That the Federal Government, together with the local government, find ways to insure adequate incomes for workers not now protected by Federal wage legislation. Immediate action is desired.
2. That the Federal Government assure an adequate income for all other persons and that this income be on a sliding scale so as to alter with changes in the cost of living.

Food Enrichment

In the Caribbean area nutrition education for the past 26 years has stressed the consumption of larger quantities of green and yellow vegetables and fresh fruits and fruit juices in order to increase the intake of vitamin A and C. However, the consumption of these products remains low. In Puerto Rico, recent surveys have revealed a considerable prevalence of vitamin A and riboflavin deficiencies. With the rapid development of the private food industry, with recent advances in food technology, and with the increasing variety of processed and synthetic foods available in the area, the compulsory enrichment of some of these foods with the needed nutrients seems highly desirable.

We recommend:

> That the Federal and local governments take the necessary steps to insure the enrichment of natural and synthetic food products with the nutrients most frequently deficient in the Caribbean diet. In Puerto Rico, enrichment of suitable food products with vitamin A and riboflavin is highly recommended. Other enrichment programs should in the future be introduced as and when they appear necessary and feasible. The provision of protein-rich foods of good quality should have priority throughout the area.
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> This recommendation should go into effect beginning with preparation and passage of the necessary legislation or rules and regulations of Federal or local agencies as needed.

A Nutrition Survey in the Virgin Islands

During the last 10 years, the ethnic composition and the size of the population of the Virgin Islands have altered considerably. During this same period, eating habits have markedly changed as a result of the types of foods available, the influence of mainland advertising, the need to satisfy the tourist industry, and the relative unavailability of traditional foods. If an attempt is to be made to encourage production of local foods to meet the nutritional needs of the population, then research information concerning the nutritional status and food consumption of the population of the Virgin Islands will be needed. Although there is information available concerning nutrients deficient in the diets of the Puerto Rican population and the population in other West Indies Islands, this information is not available for the Virgin Islands.

We recommend:

> That a nutrition survey be conducted in the Virgin Islands and that the Federal Government make available sufficient funds for this immediately. However, immediate action on

salient nutrition problems should not be postponed or delayed.

More Stress on Nutrition Education in Schools and Institutions

In both Puerto Rico and the Virgin Islands nutrition education, in some form, is included in the school curriculum. Generally however, teachers neglect nutrition as a subject due both to lack of sufficient training and to inadequate availability of teaching materials (books, visual aids, etc.) to cover the subject.

In colleges nutrition is taught only to majors in home economics and in nutrition or related fields. However, all students should receive the basic instruction in nutrition.

Nutrition could be taught from Head Start through high school by appropriately incorporating nutrition instruction and examples in classes in music, mathematics, sociology, biology, and other subjects.

We recommend:

> That the Federal Government, through the Office of Education and various Federal education programs available in the United States, encourage the inclusion of nutrition in education from Head Start through college.
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> That the Federal Government, as a matter of policy, stress that courses in nutrition should be included in colleges, and especially in institutions and programs which include teacher education. However, when implementing this, it is imperative that the type of nutrition education recommended be adapted to the local situation. This recommendation should take effect in 1970.

Nutrition Education of the Public

Food distribution and food stamp programs should be considered only as temporary measures to improve nutrition until such time as adequate incomes are available to all persons to allow them to purchase a good diet. Because malnutrition can also result from lack of adequate and accurate knowledge, emphasis should be placed on nutrition education of the public. This should aim at educating the people to make a better selection of foods to meet their nutritional needs in accordance with their financial resources (i.e., buy fruits which are in season, buy protein foods which are cheaper).

We recommend:

1. That adequate budgetary provisions be made immediately to allow for nutrition education in all food distribution and food stamp programs with special emphasis for nutrition education in relation to vulnerable groups, such as pregnant and lactating women and preschool children.
2. That Federal funds be provided so that govermental agencies can effectively use mass media, such as television, radio and newspapers which are indispensable in consumer education programs.

Virgin Islands Associate With Caribbean Food and Nutrition Institute

Many workers in the Virgin Islands come from neighboring English-speaking Caribbean Islands, such as Trinidad, Jamaica, Antigua, etc. Their cultural orientation, habits, and nutritional problems are among more similar to the people of these foreign islands than they are to Spanish-speaking Puerto Ricans.

We recommend:

> That the Public Health Service make the necessary arrangements with the Pan-American Health Organization and FAO for the Virgin Islands to receive, from the Caribbean Food and Nutrition Institute, those services related to training and education.

Problems of Obesity and Degenerative Diseases

Cardiovascular diseases comprise the leading cause of deaths, and diabetes mellitus is prevalent in both Puerto Rico and the Virgin Islands. Recent studies in Puerto Rico have revealed a considerable prevalence of obesity. Food habits and other sociocultural factors are important determining factors in these conditions.

We recommend:

> That educational programs in the Caribbean area should stress the need for a balanced diet of a kind that will reduce the incidence of obesity, cardiovascular, and other degenerative diseases.

The Need for Coordination

In the Caribbean area, existing coordinating mechanisms do not have enough authority and official support to assure optimum efficiency. This results in duplication and dilution of efforts, loss of money, and overlapping of responsibilities.

We recommend:

1. That the Federal Government find ways to coordinate activities of Federal agencies within the food, nutrition, and health areas.
2. That the Federal Government find ways to coordinate activities of Federal agencies with local agencies within the food, nutrition, and health area.
3. That the Federal Government encourage local governments to establish Island-wide food and nutrition policies, based on the forthcoming national nutrition policy, through legislative or executive action. The coordinating mechanism to be established depending exclusively on the existing local resources and organizations, i.e. Puerto Rico has an active Nutrition Committee that has been operating for the past 29 years. Official government support and recognition of such coordinating and advisory mechanism should be secured through legislative or executive action.
4. That related professional organizations (i.e. medical, public health) and private food industry should be included in the coordinating mechanism.

Consumer Protection

The consumer in Puerto Rico and the consumer in the Virgin Islands, although covered by many national consumer laws, are not always adequately protected.

We recommend: That the Federal Government coordinate consumer protection efforts of various Federal agencies, and establish liaison mechanisms between these Federal consumer protection agencies and local consumer protection agencies. Laws and regulations designed to protect the consumer against fraudulent and misleading practices should be more effectively enforced.

Educational Involvement by Private Industry

The private food and advertising industry has the economic means and technical knowledge necessary to convey the message to the people in order to sell their products. Many food advertisements, as seen and heard via mass media in Puerto Rico and the Virgin Islands, do not apply to the local culture and environment. Therefore, the advertising of desirable nutritious foods should be effectively utilized in consumer education by adapting the advertisement to the environment and nutritional habits and needs of the local people.

We recommend:

1. That the Federal Government establish mechanisms to assure that private food markets, food industry, and advertising industry participate in consumer education which will be of value (nutritionally and culturally) to consumers in Puerto Rico and the Virgin Islands.
2. That this mechanism (recommendation No. 1) be assured by the establishment of a National Coordinating Agency involving the active participation of the private food and advertising industries or by legislation assuring that private food industry complies with established norms.

Virgin Islands Labor Force

Because of its expanding economic activities, many persons from other Caribbean Islands are brought to the Virgin Islands to supplement the local labor force. During the last 4 years, several conferences have been held to study, investigate, and make recommendations concerning health, welfare, and other socioeconomic problems of the noncitizen population (contract workers and their families). A high-level "working conference" is being held in the Virgin Islands this week (December 1, 1969). Participating in the conference are Federal, regional and local representatives from interior, immigration, labor, health, education, and welfare departments, as well as local legislative, private industry, and noncitizen representatives from within the Virgin Islands.

We recommend:

That the White House Conference review the Virgin Islands Conference recommendations relating to food, nutrition, and health, and plans be made to reconcile, coordinate, and support their implementation.

Report of Subpanel on American Indians and Alaska Natives: Eskimos, Indians, and Aleuts

PREAMBLE

Many American Indians and Alaska natives live in remote and harsh areas of the country. The environment in which they live has suffered depreciation at the hands of man and there is a danger that this situation may further deteriorate. Isolation leads to difficulties in purchasing food, to increased costs of food, and to exploitation by traders who have a near monopoly over the sale of foods. A harsh climate and arid land make agriculture difficult.

Malnutrition among Indians and Alaska natives is linked with an overall socioeconomic and physical environment characterized by poverty, inadequate housing, crowding, poor sanitation, and social instability. Well over two-thirds of this population live on land with marginal economic potential or in areas where employment opportunites are limited to occasional seasonal work. The unemployment rate is about 40 percent (10 times the national average) and the education dropout rate (before completition of high school) is approximately 50 percent. A typical family averages 5.6 persons and lives in a one- of two-room house. Two-thirds of these families have annual incomes under $3,000, and one-half under $2,000.

The Federal Government which has a special responsibility for these people has failed to meet its obligation adequately. If hunger and malnutrition are really to be banished from the United States, greatly increased efforts will be necessary to assure that the Indian and Alaska native populations are adequately nourished and educated, and provided with an expanded program of preventive health and medical care which will alleviate or correct existing malnutrition and reduce the incidence of further malnutrition.

American Indians and Alaska Natives Have Not Been Sufficiently Involved in Planning and Implementation of Programs Affecting Them

We recommend: (As an overall recommendation relating to all issues that follow.) That American Indians and Alaska natives be involved in planning, policy- and decision-making, and in implementation and evaluation in all matters related to food, nutrition, and health.

Preservation, Protection, and Safety of Indigenous Foods

In many areas of both Alaska and the Indian reservations there has been a diminishing of natural wildlife. This has included the destruction of much plant and animal life, some of which traditionally, and presently, is an important source of food for the indigenous peoples of these areas. However, because of changes in both attitudes and use of time, food gathering as a way of life is declining and should be regarded as a means to provide periodic supplements to purchased food for both Indians and Alaska natives.

We recommend:

1. That the Department of the Interior make available adequate staff and funds:
    - (*a*) To protect Indian treaty rights with respect to hunting and fishing, and to defend those rights in court when those rights are denied by State or county action.
    - (*b*) To preserve and protect those areas which provide food supplies such as fish, game, and indigenous plants.
    - (*c*) To restock appropriate denuded areas with fish and wildlife (under a program similar to that of the Bureau of Sport Fisheries and Wildlife).
    - (*d*) To protect applicable legal rights with respect to wildlife in these areas.
2. That as it becomes feasible, management of the above be assumed by the Tribal and Alaska Native Village Councils with consultation from the Department of the Interior.
3. That there be established a continuous monitoring of wildlife and plants used by the Indians and Alaska natives for food to prevent ingestion of unsafe levels of radioactive "fall-out" material such as strontium, particularly in Alaska, Nevada, Utah, and New Mexico.
4. That appropriate action be taken to control stream and lake pollution from chemical and industrial wastes which are killing fish, aquatic mammals, and crustaceans, and making them unfit and/or unsafe to eat.

5. That appropriate action be taken to protect the Indian farmworkers from pesticide poisoning.
6. That the Department of the Interior take necessary legal steps to insure that Indians and Alaska natives have the right, where consistent with tribal laws and ordinances, to transport fish and game lawfully taken on trust land to other areas for their use by Indians and their families.

Improvement of Quality and Quantity of Food Supply

Federal food assistance programs (food stamps, commodity and supplemental food programs, school lunch and breakfast, etc.).

A high percentage of Alaska native and Indian families who are in need of food are in fact not reached by existing food stamp and commodity food programs. The latter includes the supplemental food program for groups vulnerable to malnutrition for which all Indians and Alaska natives receiving health services from the Indian Health Service, Department of HEW, are eligible. Unreasonable and unrealistic eligibility criteria and certification procedures, excessive red tape, and the very limited availability of these programs in locations where the Indian and Alaska natives live are the major barriers to full coverage.

The parents of children attending some non-Federal or nonparochial schools in Indian and Alaska native communities cannot afford either to provide the child with an adequate lunch to take to school or the money to buy a lunch at school. Many children also arrive at school having no breakfast or an inadequate breakfast.

There is a lack of coordination and support regarding food assistance programs among various agencies and organizations (State, Federal, and private) who are serving American Indians and Alaska natives, resulting in duplication of efforts and waste of resources.

We recommend:

1. That the responsibility for all food assistance programs be transferred from the U.S. Department of Agriculture to the Department of Health, Education, and Welfare, and that the Secretary of HEW be requested to institute better coordination of all programs immediately.
2. That Federal, State, and county eligibility standards be redefined so that additional Indians and Alaska natives ineligible under existing standards can participate in all food programs. Administrative redtape related to eligibility and certification for these programs should be sharply reduced to permit the continuous participation of all those who are eligible.
3. That all of the food assistance programs be extended to reach all Indian and Alaska native communities. There also should be assurance that the variety and quantity of foods defined as potentially available under the commodity and supplemental food programs will be provided.
4. That the law prohibiting simultaneous operation of the food stamp program and commodity program in the same location be abolished.
5. That the commodity program be continued on reservations and in Indian and Alaska native communities until the food stamp program is readily available on a continuing basis to all families needing it.
6. That the kind and quantities of foods to be distributed in the commodity and supplemental food programs be determined and packaged qualitatively and quantitatively on the basis of the nutritional needs of the population, cultural preference, and available home facilities for preparation and storage.
7. That the Federal agency responsible for the commodity and supplemental food programs provide funds for adequate warehousing, for sufficient receiving and distribution centers and for delivery of foods to these centers, for assistance with transportation of foods from the distribution centers to the home, and for a distribution frequency schedule which is compatible with home storage facilities.
8. That additional food stamps and commodity foods of high nutritive value be provided for those with medically indicated nutritional needs such as diagnosed malnutrition or nutrition related health conditions.
9. That Indian and Alaska native councils be consulted about the expansion of existing

programs as well as the introduction or termination of food programs, and that they assume control for the operation of these programs in their areas.

10. That the food budget of Bureau of Indian Affairs schools be increased to meet fully the nutritional needs of the students.
11. That the Federal Government provide funds to allow for a free breakfast and lunch for all Indian and Alaska native children in non-Federal and nonparochial schools, and for a free breakfast for children with special needs in these schools.

Food Production

Traditionally, many Indian and Alaska native groups have not been farmers. Severe climates and arid land preclude food production of any magnitude on many reservations and in areas where there are Indian and Alaska native communities. However, in some areas, increased food production could amplify the present available food supply.

We recommend:

1. That increased attention be given to agricultural production in suitable remote areas. This should include financial subsidies for seeds, fertilizers, mechanization, and irrigation. The necessary technical and supervisory assistance should be funded and provided.
2. That irrigation programs for Indian lands be expanded vigorously in all categories: construction, operation and maintenance.
3. That vigorous legal and technical action be taken by the Department of Interior and Justice to protect, enforce and develop Indian water rights.
4. That the Federal Government release ships that are stored in San Anita Bay, or wherever, to Indians that are engaged in fishing, and that warehouses be provided to store and preserve fish for those Indian Tribes that survive on fish.

Enrichment and Fortification Measures

Dietary studies and appraisals of food practices among Indians and Alaska natives indicate that a number of commonly used foods which ordinarily are available in enriched or fortified form for a large percentage of American consumers frequently are not available as enriched products in reservation and village trading posts and stores. This further lowers the nutritional level of diets consumed by many Indian and Alaska native families.

We recommend:

Mandatory enrichment or fortification of commonly used foods distributed or sold on reservations and in Indian and Alaska native communities and the exclusion of nonenriched products. This would assure the availability of such foods as enriched wheat flour and bread and pilot bread, iodized salt, nonfat dry milk with vitamins A and D, enriched rice and cornmeal, cereal with iron, and fruit juices fortified with ascorbic acid.

Quality and Safety of Meat, Poultry and Dairy Products

The quality and safety of such foods as meat, poultry and dairy products available on reservations and in Indian and Alaska native communities often is questionable.

We recommend:

1. That where regulations for inspection and grading of such foods as meat, fish, poultry and dairy products commercially sold or distributed on reservations are inadequate or nonexistent, appropriate regulations should be agreed upon and put into effect by Federal and tribal authorities.
2. That adequate inspection and enforcement machinery of existing regulations for inspection and grading of such foods as meat, fish, poultry, and dairy products commercially sold or distributed in or near Indian communities be made available as Indian councils agree and request.

High Cost of Purchased Foods

The average annual income of the American Indian and Alaska native is far below the national average. However, for the many who live far from towns and cities the prices they are paying for their foodstuffs are much above the national mean. An important reason for this is that many of those living on Indian reservations or in remote areas of Alaska have to rely almost entirely on a single merchant or trading post. This near monopoly combined with frequent abuses usually results in excessively high prices for foodstuffs. This limits the quantity and quality of the diet of many Indians and Alaska natives.

We recommend:

1. Enactment of new laws, and enforcement of existing laws and regulations, on reservations and in Indian and Alaska native communities to regulate prices and profits of traders.
2. Federal assistance (through funds and training) to encourage and support the establishment of consumer cooperatives to be managed and operated by Indians and Alaska natives in their local communities.

Identification and Surveillance of Nutritional Status

For many years poor nutritional status has been identified as a major health problem among Indians and Alaska natives. Malnutrition occurs per se and as a contributing or complicating factor in many other health problems and illnesses such as infectious disease, retarded physical growth, high infant morbidity and mortality, maternal morbidity, nutritional anemia, obesity and chronic disease. Actually, less than a half dozen nutritional status studies including dietary, clinical and biochemical determinations have been done among this population. Well planned nutrition studies of selected samples of the population are needed to document existing problems and to suggest the means for resolving them.

We recommend:

1. That comprehensive nutritional status studies including clinical, biochemical and dietary appraisal as well as determination of cultural, social and economic factors affecting eating practices be conducted among selected groups of this population with periodic continuing surveillance studies.
2. That longitudinal studies of growth and development of Alaska Native and Indian children from birth through school age be conducted.
3. That all of these studies be done among the groups that are most vulnerable to malnutrition by age, condition and/or location.
4. That there be maximum participation of Indians and Alaska natives in the planning, conduct, followup and evaluation of these studies and that local Indians and Alaska natives be hired to assist in these studies.

Nutrition and Disease

The Indian and Alaska native populations have certain disease and health problems that are different in magnitude from those of the average American. Life expectancy is shorter; the infant and child morbidity and mortality rates are higher. Nutritional anemia is widespread among Indians and Alaska natives with a particularly high incidence among infants and women of childbearing age. Significant underweight on the one hand and significant obesity on the other are common. Retarded physical growth is a frequent occurrence in the preschool child. Diabetes mellitus is reported to be as much as five times as prevalent among Indians as among the general population, and the frequency of gall bladder disease is also high; both may be influenced by diet.

Most illnesses requiring hospital or outpatient care of Indians and Alaska natives are due to infectious diseases and their residuals including gastroenteric and respiratory infectious, tuberculosis, and ear infections. Approximately one-third of Indian children are partially deaf due to the effects of otitis media. The synergistic relationship between nutrition and infection is well established and is of particular concern in this population whose diets are poor. The frequent occurrence and serious effects of gastroenteric infection, tuberculosis and other respiratory infections, and parasitosis in the Indian and Alaska native populations are intimately related to malnutrition.

In addition to the above important infectious diseases and other nutrition related conditions a variety of other health problems affect nutritional status or impair the diet of the individual or family. Such conditions which are widespread among the Indians and Alaska natives include poor oral hygiene and dental disease, eye and visual problems, alcoholism, and mental and emotional and behavioral diseases. Senility is now recognized as a medical abnormality which complicates the normal process of aging.

Inadequate attention has been given to these health problems among the Indian and Alaska natives; more funding and resources are required to provide adequate services to deal with the problems.

We recommend:

1. That adequate funds be allocated to investigate all these health problems in the Indian and Alaska native population and to extend

curative and preventive measures to reduce substantially their incidence.

2. That a program be initiated immediately to improve the nutritional health of the population in order to reduce vulnerability to infection, to assure faster recovery from infection, and to prevent or control the other nutritional and nutrition related diseases (with special reference to kwashiorkor and marasmus in young children).
3. That wherever Indian and Alaska native health boards exist, they be recognized and involved in all policy and decision making related to nutrition and disease.

Nutrition Education

Malnutrition in this population results from both a lack of food and a concurrent lack of knowledge concerning the proper intake of foods to assure an adequate diet.

Finally, it is obvious that an informed population is mandatory to the success of an attack upon malnutrition. The Alaska native and American Indian have had far less opportunity than most groups in the United States to learn the facts concerning the relationship of food to health.

We recommend:

1. That Federal agencies serving Indians and Alaska natives be funded to provide a comprehensive program of nutrition and health education for this population. This should include a combination of professional nutritionists (preferably Indians and Alaska natives) and trained Indian and Alaska native nutrition aides as part of the health team to apply educational measures to reduce diagnosed malnutrition and nutrition-related illness and to prevent the occurrence of further malnutrition.
2. That food and nutrition education be a mandatory part of the health curriculum at all levels in schools (Federal, parochial and public) attended by Indians and Alaska natives, with incorporation of prevailing cultural, social and economic factors affecting food selection and intake. School feeding programs at all levels should be coordinated with and utilized to support these nutrition education efforts.
3. That teachers and school feeding staff receive current, scientifically accurate information and teaching techniques on nutrition, food and health as applicable to their Indian and Alaska native students through seminars, workshops and consultation.
4. That school health personnel collaborate in the above efforts, particularly in assisting with monitoring nutritional status of individual students and assisting families to take preventive and rehabilitative measures to improve nutritional health.
5. That practical education on gardening and food preservation, preparation, storage, and purchasing suitable to family and community resources and culture be provided to both adults and children through classroom and community projects.
6. That Indian and Alaska native governing and health advisory groups be made more knowledgeable about local food and nutrition problems from the health standpoint to assure their effective input in the development and implementation of nutrition education programs. These groups should coordinate initially the efforts of agencies providing nutrition education to avoid duplication or omission.
7. That the needs of groups and individuals most vulnerable to malnutrition be stressed in nutrition education programs, i.e., infants, preschool and school age children through adolescence, women in childbearing years, the aged and the ill.
8. That an intensive effort be made to interest Indian students in careers in foods and nutrition. That funds be allocated and earmarked for education of Indian dietitians, nutritionists, home economists and related auxiliary workers.

Nutritional Problems and Needs of the Off Reservation American Indian and Alaska Native

Services of the Bureau of Indian Affairs and Indian Health Service are frequently not available to Indians living off reservations or designated home areas. An urban Indian can return to the reservation, for a reasonable period of time, establish residence and become eligible for services of the Bureau of Indian Affairs and Indian Health Service.

One of the services most needed by urban Indians is health, both mental and physical. Health affects employment, education, and family unity.

The larger cities have Indian centers. Chicago has two, the American Indian Center and St. Augustine's Center for American Indians, with a total of five caseworkers. The clients represent 75 tribes from 40 States with a wide variation in tribal and cultural background. The known Indian population of Chicago is 15,000 to 18,000. The two centers assist an estimated number of 1,500. Of this number, 20 percent are relocated by the B.I.A.

Specific health problems confronting urban Indians are in order of importance: Alcoholism, severe emotional disorders, tuberculosis and diabetes. These in turn can result in unemployment and social instability, lack of industrial skills, educational deficiencies (with eventual school dropout) and extreme poverty.

Studies and surveys have been done on reservations and Indian communities. These findings are known to the Federal Government. Very little has been done to alleviate the problems found. Changes of environment may not change the deplorable statistics of anemia, infectious diseases, obesity, diabetes, and malnutrition. Nutritional deficiencies and related problems are merely transferred from reservations to urban areas thereby exempting the Federal Government from its responsibilities.

We recommend:

1. That the Indian Health Service provide adequate health services to meet the needs of off-reservation Indians and Alaska natives away from Alaska, without detracting or subtracting from the maintenance and improvement plans of existing Indian health services. In addition, such services should be available to those off-reservation Indians who choose to return to the reservation specifically for that service.
2. That nutritional studies be done among the off-reservation Indians and Alaska natives and that there be maximum Indian and Alaska native planning and implementation of these studies.
3. That funds be allocated for nutritional studies and improvements of the health of the urban Indian and Alaska native.
4. That generous and realistic food stamp allowances be made available to indigent urban Indians and Alaska natives.
5. That the employment assistance agencies of the Bureau of Indian Affairs, on all reservations, assume and exercise direct responsibility in screening and preparing Indian and Alaska native relocatees by thorough medical history, physical and psychological examination, employment assistance, and by accurate orientation on urban living; that the B.I.A. continue to exercise direct responsibility by continuous monitoring and by arranging with health personnel for counseling to Indian relocatees on such matters as hunger, malnutrition, and health, and that these duties and responsibilities of the relocating agency should not be relinquished until such time as the relocatee and tribal authorities shall determine in concert that these duties and responsibilities should be discontinued.
6. That additional funds be made available for Indians in States that are not presently participating in programs of the Indian Health Service and that the overall budget of the Indian Health Service be increased to the extent required for this purpose.

Establishment of American Indian Council on Hunger and Malnutrition

As stated by the President of the United States in his message on December 2, 1969, to the White House Conference on Food, Nutrition, and Health, it is time we moved from rhetoric to action, and too often recommendations made do not result in action. Therefore, we urgently request that steps be taken immediately by the administration to implement recommendations made by the American Indian and Alaska native invitees to the Conference on Food, Nutrition, and Health.

We recommend:

That the administration and the Congress establish and provide the necessary funds to create an American Indian Council on Hunger and Malnutrition for a period of not less than 5 years. The composition of this council should consist of representatives of the Alaska natives, reservation Indians, urban Indians, and off-reservation Indians. The membership of this council should be responsive to the needs and concerns of the Indian people and include grass root, affluent, and professional Indians and Alaska natives. The council shall be composed of not less than 50 nor more than 100 Indians and Alaska natives at the national level. It is further recommended that the council be expanded to create local Indian committees on hunger at regional and area levels to make recommendations and assist with implementation of services and programs to eliminate hunger.

We recommend that the council be charged with the following responsibilities:

1. Immediate follow-up on recommendations made by American Indians and Alaska natives at the White House Conference on Food, Nutrition, and Health.
2. Seeking more detailed information on the extent and causes of hunger, malnutrition, and related health problems from local Indian and Alaska native groups and agencies responsible for Indian health, education, and welfare.
3. Influencing the executive, legislative, and judicial branches of the U.S. Government to be responsive to, and to implement recommendations made by the American Indians and Alaska natives.
4. Initiating and encouraging total Indian and Alaska native involvement and participation in services and programs provided by local, State, and Federal governments in food, nutrition, and health.
5. Receiving and demanding response to complaints by Indians and Alaska natives regarding the administration of food programs, the kinds of food received, the way in which Indians are treated, decisions on eligibility, and other matters which prevent Indians from benefiting fully from their program.

Guaranteed Annual Income

Although the food stamp program and other food programs are important, nevertheless these are no substitutes for an adequate income for all American Indians and Alaska natives.

We recommend: That American Indians and Alaska natives be included in any program designed to provide a guaranteed adequate annual income for other Americans.

Economic Assistance To Provide Essential Services

To eliminate hunger among Indians and Alaska natives, it is not only necessary to provide more and effective programs relating to food, education, and income, but it is also important to have a special economic program to bring to the Indian and Alaska native homes the essential services, such as water and electricity, for preparation and storage of highly nutritious foods, such as milk, fresh vegetables, and meat. Without electricity and ready access to such foods, the war against hunger through more stamps, more commodities, and guaranteed income will be ineffective.

We recommend: That economic assistance be accelerated and that sufficient funds be provided to bring about improvement of services such as the provision of electricity and running water to communities and homes of American Indians and Alaska natives.

Legal Obligations of the Department of Justice

Because of the desire of private interests for personal monetary gain, much of the natural resources of water, soil, natural food plants, game, and fish of the American Indians and Alaska natives is rapidly diminishing and is threatened with extinction by violations of laws, treaties, and court decisions.

We recommend:

1. That the Department of Justice be ordered to carry out its legal obligation to assert and protect all Indian and Alaska native rights conferred by treaty, statute, and court decisions.
2. That the Department of Justice seek the enforcement of such rights in courts against local, State and Federal officials by initiating law suits on behalf of Indians and Alaska natives, and by bearing the cost of all such legal proceedings.

Senate Select Committee on the Human Needs of the American Indian and Alaska Native

The problems of hunger and of malnutrition due to poverty are inseparable from other problems of human need.

We recommend: That there be established a Senate Select Committee on the Human Needs of the American Indian and Alaska Natives.

Report of Subpanel on Migrant and Seasonal Farmworkers

PREAMBLE

Hunger and malnutrition among migrant and other seasonal farmworkers is a result of low wages, seasonal employment, geographic migration which leads to political disenfranchisement and social deprivation, government insensitivity and inaction, lack of training and education, and lack of coverage in legislation which protects other working people. The rest of American society has, thereby, enjoyed food at lower cost at the expense of the people who harvest the crops and who are least able to bear this additional burden. Moreover, the cities are now reaping the harvest of the callous disregard for the human element in agriculture.

The American public is being subsidized by farmworkers, who must live and work under substandard conditions. At the same time the American people have permitted the inconsistency of billions of dollars provided in agricultural subsidies to a corporate agricultural industry without corresponding benefits to the laborers of the fields.

Mechanization on the farm is reducing the need for agricultural labor and has displaced large numbers of farmworkers. However, there are still about 3 million persons who derive their chief family income from migratory and seasonal farm labor.

The existing programs to alleviate the problems of poor people have not involved farmworkers in planning and operation, and thereby have not addressed themselves to the unique cultural and economic problems of migrant and seasonal farmworkers.

A prerequisite to solving hunger and malnutrition among migrant and seasonal farmworkers is the stabilizing of the family, cultural and economic life of the people.

The steps recommended to implement and extend existing legislation and regulation should be taken without further delay and 1970 should see positive action on all of the following recommendations.

Implementation of Conference Recommendations

To the malnourished migrant agricultural laborer, the Government today too often stands for perpetuating the unjust status quo. The Government must come to stand for justice for farmworkers rather than perpetuation of the present unjust and basically exploitative system. Money for conferences is wasted unless implementation of recommendations follows.

We recommend:

1. That the Government be prepared to override the objections of local employers and local and State bodies when necessary to obtain compliance with Federal programs and standards, in nutritional and general health matters.
2. That no government agency consider programs for preventing malnutrition advanced by this conference to be substitutes for a living wage and for fair conditions of employment acceptable to the worker.
3. That representatives of the migrant and seasonal farmworker community have a veto power over Federal programs created to serve them; that farmworkers be consulted at all levels of planning, operation, and program development; that nonprofit indigenous groups be sought out to administer programs with technical support from the Federal Government, and that the nonprofit groups be given first priority in operating programs created to serve them. This recommendation presupposes that these programs will not be subject to veto by the State government, but only by the indigenous group they serve.

General Recommendations

Migrants and other farmworkers are treated as second-class citizens in our society. They are deprived of the benefits of most social, economic, and related legislation designed to protect and improve the human rights and the services of other types of workers.

Programs to meet human needs, particularly including those dealing with food and health, are seldom adequately financed. The farmworker should have the same right to benefit from subsidy as does the owner-operator. A White House Conference on Food, Nutrition, and Health must concern itself with the food, nutrition, and health concerns of those who harvest the crops.

We recommend:

1. That the President name within 6 months a permanent national commission to examine

existing Federal, State, and local legislation and related policy regulations that currently limit the benefits available for farmworkers. The commission should recommend legislative and procedural changes to remove barriers that exist and should outline the staff required for implementation of their recommendations. The commission should serve as an instrument for redress of farmworker grievances. The types of barriers that exist include specific exclusion (for example in collective bargaining laws), omission from coverage (for example lack of regulations for nonurban, nonfarm labor camp housing), inflexibility in administration (for example voting laws which disenfranchise the migrant), and procedures for implementation inappropriate to seasonal farmworkers, and fragmented local and State programs.

2. That the Federal Government finance workshops or short training programs for local citizens and professional workers to educate them regarding the special situation and needs of seasonal farmworkers and other rural people.
3. That the Migrant Health Act of 1962, now up for extension be continued, expanded to nonmigrant agricultural workers and be funded at an adequate level to provide for identification and treatment of nutritional problems, for assistance in food distribution programs, for promotion of individual family and group education in nutrition, for surveillance of the nutrition problems of migrant populations, and that it be organized on an interstate basis to coincide with the interstate nature of agricultural migration.
4. That a National Farmworkers Health and Accident Insurance Program be established. The national migrant health and accident insurance should be in effect year around regardless of geography. This would supplement the existing migrant health program.
5. That a more secure system of assured health treatment be established for migrants wherever they go and for all farmworkers in all geographic jurisdictions by:
    (*a*) The development of health and welfare programs, paid for by employer contributions under union contracts.
    (*b*) The broader health act coverage of proposal No. 3 above, without regard to place of residence, and
    (*c*) National certification under title 19 (medicaid)—with registration comparable to our recommendation No. 1 on national certification for food stamps.
6. That growers be required to provide toilets and water for drinking and handwashing wherever seasonal farmworkers are employed, and that this requirement be enforced by the appropriate labor and health agencies.

Money—Not Government Food Distribution—Is the Best Way of Improving the Nutrition of Migratory Farmworkers

The vast majority of seasonal, rural workers, both those who travel and those who don't, have extreme problems of poverty. No system of governmental food distribution or paternal programing for the unique nutritional problems of migrants or other low-income working people is an adequate substitute for sufficient family cash income.

Most attempts to provide "nutritional subsidies" to farmworkers as a substitute for adequate income have been very unsatisfactory because human values of manliness, dignity, and self-esteem are undermined by the humiliating administrative procedures too frequently adopted in governmental food programs. These include school lunches, stamps, commodities, emergency food, and highway service centers. Such programs often obscure the cause of the poverty, which results fundamentally from the paying of low wages for essential work without any protections regarding rate-of-pay, fringe benefits, job security, or working conditions. Programs of food supply have been opposed locally by economic forces which themselves benefit from the availability of a desperate, low-income pool of rural workers willing to work despite substandard wages and conditions.

When cash income is extremely low, people lose the geographic mobility and sometimes the hope which would permit them to take the necessary steps to participate in income-increasing activity. Malnutrition may even affect their capacity for sufficiently productive physical labor.

We recommend:

1. That Congress extend to farmworkers national labor legislation equal to the original Wagner Act to help them secure the right to adequate income (and hence diet) from their employers. Such legislation should extend to farmworkers the right to strike and boycott in support of their bargaining efforts.
2. That farmworkers' legal right to organize and choose bargaining representatives be upheld by governmental authorities at local, State, and national levels.
3. That labor contracts covering wages, hours, and working conditions be instituted through labor-management negotiation in order not only to guarantee a better cash income for workers, but also to have a beneficial stabilizing effect on labor camp conditions, including food supplies, and on recruitment, hiring, traveling, productivity, and other aspects of labor-management relations.
4. That Government provide in cash, the difference between wage incomes and an adequate standard of living for nutrition-with-dignity for all low-income people. Farmworkers particularly need this floor under their earnings because unemployment as a result of bad weather, over-recruitment, shorter workmonths as a result of mechanization, and other unpredictable conditions haunt their lives. Availability of food support too often reflects the desire of local employers for desperate employees.
5. That employers be cut off within 30 days after due notice from participation in all federally-funded programs which benefit them if they continue to violate child labor, social security, sanitation, housing, wage and hour, and other laws and regulations designed by Government to protect employees. Regulations comparable to those which require FEPC compliance for Government contractors should be promulgated. The Federal Government should not subsidize those who create poverty, malnutrition and disease by refusing to abide by Government regulations.
6. That seasonal and migratory farmworkers be permitted by Federal law to seek remedies in Federal court whether individually or in class suits, for money damages resulting from the violation of Federal laws and regulations intended to benefit them either directly or indirectly, for injunctive relief to prevent further violations of the laws and regulations.
7. That farmworkers be covered by unemployment compensation on the same terms as construction and packinghouse workers.
8. That the President of the United States recommend to the U.S. Congress the creation of a national agricultural workmen's compensation law to cover all agricultural workers injured on the job. The legislation should be administered by a commission similar to those commissions adjudicating cases for railway workers and for Federal employees.
9. That National Housing programs for migrant workers be initiated and that these include food, health, child development, and recreational services.
10. That national commitment be made to enforce those laws (including Social Security) of potential benefit to farmworkers.
11. That the responsibility for existing and future food programs be transferred to, and established in, the Department of Health, Education, and Welfare so that administration of programs relating to health, nutrition, income, and food distribution will be located in one agency. This agency should provide services for farmworkers wherever they are.

Improving the Lot of the Migrant Agricultural Worker at His Home Base

Schooling is generally inadequate and school lunches are often not available for poor farmworkers' children and other people. Children whose home environment is dominated by a language or dialect other than standard English have difficulties in learning in schools where standard English is the language of instruction. Both the language and the food culture seem foreign. When a teacher cannot make a child understand, hostile attitudes are created which prevent proper education. The child with such language disadvantage may be labeled retarded and never allowed to learn under normal conditions. When these conditions are accompanied by physical and mental handicaps brought on by an inadequate diet, the negative effects are profound.

The political power of migrant workers is reduced by holding elections when the migrants are out of the state. The areas where migrants live usually lack sewers, pavements, fire protection, and other municipal services, thus perpetuating poor housing and bad sanitary conditions. Home-based jobs may be denied migrant workers, thus creating welfare recipients of persons who are anxious to work. The ordinary family and institutional food programs are too often removed from easy use by migrants when their labor is not needed off-season.

We recommend:

1. That standards for Federal assistance require bilingual staff for agencies dealing with food, nutrition or other health needs of seasonal farmworkers.
2. That bilingual teachers, specially trained tutors or other educational specialists and/or aides be provided for children who would otherwise be academically handicapped in the schools which they attend.
3. That increased use be made of the U.S. Office of Education Title VII Bilingual Education Act and that communities be informed of the provisions of the act.
4. That free school lunches be provided to all children, taking cultural food preferences into account.
5. That the Justice Department insure that migrant workers are not deprived of voting rights in their home States, and discourage practices which are designed to restrict voting rights and deprive farmworkers of their constitutional rights.
6. That Federal agencies inform agricultural workers of the availability of programs to benefit them.

End of Migrancy as a Way of Life

The wasteful, painful, socially damaging movement of migrant workers can be discontinued and replaced by a more humane, economical, and efficient work organization that should provide a stable labor force. This will promote the stability of the family as a unit capable of adequate social functioning.

Mechanization can be a resource in achieving this goal. Operation and maintenance of equipment will always require manpower. Skills can be developed among workers as a basis for training to do these jobs. This will also help in upgrading their position, meeting their social and health needs, and in assuming their full participation in community activities.

We recommend:

1. That the Federal Government take steps to insure that migrant workers obtain year-round employment in agriculture and other fields of work, and that adequate education, training, orientation, counseling, direct and social services be immediately provided, financially supported, and properly supervised to help families adjust to a normal, stable life in the community.
2. That programs be developed to promote the establishment of industry near the home-base of migrant agricultural laborers to give them an alternative means of employment.
3. That the Defense Department and other Government agencies use public purchasing power in a positive fashion to assist efforts of people to help themselves, rather than in negative ways such as, for example, increased purchase of grapes which threatens the bargaining power of farmworkers.

National Certification of Migrant Agricultural Workers for Participation in Food Distribution Programs

Unemployment and underemployment are a way of life for seasonal and migratory farmworkers, the vast majority of whom—at least 75 percent—are not beneficiaries of any welfare programs. Total family income from farm and nonfarmwork yielded a median family income of $2,735 to migratory farmworkers in 1965. One-fourth of all migratory farmworkers in that year were members of families with cash incomes of less than $2,000.

Despite these facts, migrant workers who travel into as many as 12 to 14 counties or States each year, must prove income eligibility in each location to qualify for food programs. This results in delays from 1 to 3 weeks in obtaining food, both for the family and through such institutions as schools and day-care centers.

A large percentage of migrant and seasonal farmworkers live and/or work in counties where there is neither a food stamp nor a commodity distribution program.

We recommend:

1. That the Department of Health, Education, and Welfare develop a system whereby migrant and seasonal workers as a group can have annual nationwide group certification to enable them to participate in food programs in any section of the country. This plan could be financed directly from the Federal agency. Such a program should begin in January of 1970 so that certification can begin in the home-base areas.
2. That where local authorities refuse to institute food stamp and commodity distribution programs for migrant agricultural workers, the Federal agency in charge of such food programs should institute Federal food programs and contract with local nonprofit indigenous groups for the delivery of such services.
3. That a method of surveillance and evaluation be built into these programs.

Nutrition Education for Migrant Agricultural Workers

Nutrition education as presently conducted is geared to middle-class Americans, living in middle-class homes, with middle-class incomes, and residing permanently in a community. It is neither appropriate nor effective for the migrant and other seasonal farmworkers and their families, nor for the single man and woman involved in migratory farm work.

We recommend:

1. That immediate action be taken by the Migrant Health Program of the Department of Health, Education, and Welfare to bring together in a workshop situation migrants, nutritionists, health workers, educators, and others involved in direct nutrition education services to migrants in order to develop general objectives, and procedural guidelines for the development and operation of nutrition education programs among migrants and other seasonal farmworkers.
2. That action be taken (1) to involve migrants directly in continually assessing their own knowledge and application of good personal and family dietary and related health practices; (2) to involve the people further in planning for improvement, including modifications of agency approaches; (3) to recruit and train indigenous aides to conduct educational programs among people in their own homes and in the labor camps.
3. That action be taken to strengthen and expand migrant health project services under the Migrant Health Act in areas where projects exist, and establish new projects in other migrant-impacted areas. These programs should utilize educational aids such as films and film strips adapted to the migrants' language, culture, and life situation.
4. That there be methods of evaluation built into these programs.

Protection of Agricultural Workers and Food Consumers From the Application of Hazardous Pesticides

Recent technological changes in agriculture have not been accompanied by comparable progress in protection from dangerous pesticides of farmworkers and consumers. According to a colloquy between Senator Walter F. Mondale and officials of the Food and Drug Administration (Aug. 1, 1969), pesticide poisoning of Americans causes as many as 800 to 1,000 deaths and 80,000 to 100,000 injuries yearly. Although many go unreported, statistics indicate that agricultural workers experience the highest occupational disease rate of all occupational groups. Rashes, nausea, vomiting, diarrhea, chest pains, eye trouble, and other serious effects are common among agricultural workers and their children as a result of pesticide exposure. Despite many reports on this subject, the chemicals used on our crops are steadily increasing in amount and toxicity.

We recommend:

1. That both agricultural workers and food consumers be protected by better enforcement of the Food, Drug, and Cosmetic Act, both through FDA action and through new legislative amendments authorizing citizen initiated civil suits to be brought in Federal courts. This may well require increased funding of FDA for this specific purpose.
2. That State and county health departments and private clinics, especially rural, be funded for the equipment and personnel necessary to perform routine blood tests deter-

mining cholinesterase activity and pesticide residues on a low cost automated basis.

These tests should be required by Federal safety and health legislation as a condition for employment wherever organo-phosphates and other dangerous pesticides are sprayed. The results of these tests should be available to the individuals and their physicians.

The program should be supported by a special Federal tax on sales of pesticides or by a direct charge to employers as part of the health and safety programs for their employees.

3. That present legislation protecting sprayers be extended to farmworkers.
4. That a public notice be required by the agricultural county commissioner 36 hours in advance of any spraying of dangerous pesticides within one-half mile of an occupied residence, school, or business center.
5. That a pesticide information center be created by a Federal agency in each county where pesticides are used. Reports should be required from commercial applicators and farmers mixing and applying their own pesticides within 12 hours of application. This center should be open 24 hours a day, 7 days a week, in the spraying season to provide immediate information to doctors faced with patients showing symptoms of chemical poisoning. The composition of a pesticide mixture should not be a "trade secret," as is presently the case, especially when withheld from medical personnel, as it prevents diagnosis, treatment, and research needed to protect farmworkers' and consumers' health.
6. That information should be provided to all contractors and farmworkers exposed to pesticides concerning hazards to themselves and their children, symptoms of intoxication, places of treatment, and their legal rights.

Report of Subpanel on District of Columbia

PREAMBLE

The District of Columbia is the Nation's Capital and the seat of one of the dominant powers of the world. Housed within the city boundaries are the residences of the President and national leaders, the highest court of the land, the national law-making body, governmental complexes, representatives of labor, management, and industry, and foreign embassies and missions. However, the city is also the home of 850,000 residents. These residents are without self-government and the mechanisms to plan comprehensively for their well-being including antihunger and nutritional needs. In 1968, congressional and executive action established a form of government with a mayor-commissioner and nine-member city council with limited powers. However, the people remain wards of the Federal Government which therefore has the responsibility and power to act on their behalf.

The problems of the District of Columbia are unique among the cities of the United States because (1) all budgetary and fiscal decisions are made by the U.S. Congress on a year-to-year basis; (2) the city boundaries are restrictive economically and geographically; (3) an unusually large percentage of the population consists of low-income black families; and (4) major sources of taxable income and revenue have moved out of the city to suburban Maryland and Virginia. Most significantly because of the lack of self-government there exists a lack of self-determination and this hinders the necessary changes being made in existing situations. In addition, there is no place to state grievances nor hope for recourse from these. Government representing the people must be responsive to the needs of the people and must be effective in its delivery of service.

A State of Emergency

The panelists focusing on the status of food, nutrition, and health in the District of Columbia urge the mayor and city council to declare that a hunger emergency exists in the city, an emergency because close to one-third of the District's population subsist on incomes below the currently defined poverty level and are hungry and malnourished.

Popular opinion would dictate that hunger and malnutrition would be eliminated if food programs are improved. However, poverty is the major factor and until the related problems of inadequate income, substandard housing, poor health care, and an inferior educational system are attacked there will be no lasting remedy for hunger and malnutrition.

Piecemeal programs which attack one or several of these problems are not sufficient. There must be a concerted attack with all available resources and every aspect of food, nutrition, and health problems in the District. The situation has reached the critical stage where we feel the matter of survival is at stake. Therefore, the Mayor and city council must assume a new sense of urgency and responsibility and eliminate hunger and malnutrition in the District for all times.

Organization of Nutrition Services

There is a lack of both adequate incomes and of suitable programs to meet minimal human needs of much of the population.

We recommend:

1. That a close working relationship be established between Federal and local levels to insure joint policymaking, planning, implementation and evaluation, covering both local administrative and consumer nutrition needs.
2. That the Mayor establish a Nutritional Council with a coordinating function, to plan, develop, implement, and monitor all food and nutritional programs existing in the District of Columbia through an act of Congress. The council should include physicians, public health nutritionists, home economists, human resources, and consumer representation.
3. That because adequate income is the first priority, a program to insure an income of $5,500 yearly for a family of four with automatic annual cost of living increments be immediately effected.
4. That all existing food programs be continued and improved until such time that adequate income maintenance programs or other nutritional and social programs are effected.
5. That all barriers to participation in food and nutrition programs be eliminated and that programs be administered in such a way that no stigma becomes attached to those participating.
6. That the District of Columbia request funds in its basic budget for comprehensive food and nutrition programs.
7. That any system designed to implement food and nutrition programs must insure the involvement of the recipient population at all levels of participation and that all jobs with career potential and upward mobility resulting from this system should be designed to insure employment at all levels for the recipient population.
8. That there be an expansion of nutrition education programs to include all residents through mass media, schools, nutrition aides, teacher, and physician education and that institutions of higher learning expand their roles in the development of comprehensive programs which include education, training, research, and evaluation in the areas of food and nutrition.
9. That self-government for the District of Columbia be established to facilitate meeting the needs of food, nutrition, and health.

Supplemental Food Program

The Supplemental Food Program has as its purpose the provision of certain food supplements to persons vulnerable to health problems resulting from increased nutritional requirements. These vulnerable groups include infants, preschool children 13 months through 5 years, pregnant women and postpartum and nursing mothers. Not included are children through adolescence, adults, the aged, and the diseased, all of whom are also vulnerable to health and nutritional problems. The consumption of any food depends not only on its nutritional value but also on its familiarity, appearance, palatability, and manner of delivery. In order to insure maximum participation and maximum benefit to the poor from supplemental food programs the foods should be in keeping with the cultural food habits of the participants.

We recommend:

1. That the supplemental food program be expanded immediately making these foods available to all low income individuals and groups and that the criteria for participation be flexible so that any person in need may be so certified by either public or private agencies or physicians.
2. That by January 1, 1970, the foods offered should be in keeping with the cultural background and food habits of local people.
3. That by July 1, 1970, foods be available in units compatible with family food preparation and storage, and that packaging of food

be changed to avoid any stigma. The words "Donated" should be changed to "Packaged for the USDA" and the labels should be as attractive and as informative as commercially packaged foods.

4. That distribution systems be expanded to include all facilities that serve poor people.
5. That provisions be made to meet the transportation needs of the consumer.

School Feeding Program

The largest category of persons in the District of Columbia in families with incomes under the poverty level are school age children. Many children go to school hungry because of the lack of money for food, poor eating habits and neglect. Many children too often do not benefit from existing programs because of discriminating practices in schools which stigmatise children who participate. The child who is hungry and/or malnourished cannot concentrate and is often irritable and lethargic. A satisfactory dietary state is important for proper learning.

We recommend:

1. That by January 1, 1970 school feeding programs be made a vehicle for installing good nutritional habits through group participation.
2. That by January 1, 1970 an effective outreach program be developed to advise parents, day care and nursery school operators and other special groups of their rights to participate in school feeding programs and to appeal administrative decisions and practices.
3. That by January 1, 1970 school feeding facilities be used as a community service for essential neighborhood feeding programs for other vulnerable family members such as preschool children, pregnant and nursing mothers and elderly persons.
4. That by April 1, 1970 lunches be provided and breakfast be available at all schools for all students without cost to the student as a part of the total school program.
5. That by April 1, 1970 arrangements be completed to make feeding programs operational all year with special arrangements for distribution and serving when school is not in session.
6. That by July 1, 1970 a consulting and monitoring system be established by the District of Columbia Government outside the Board of Education to evaluate feeding programs, set standards for administration and participation and enforce recommendations.

Food Stamp Program

The food stamp program is the largest program providing food for low income families in the District of Columbia. The advantages of this program to the consumer to help meet his food and nutrition needs are partially neutralized by the poor administration and the bureaucratic regulations governing the implementation of this program.

We recommend:

1. That the food stamp allotment be based on individual needs, i.e., age, sex, activity, and disease conditions.
2. That the food stamps be authorized for the purchase of household items necessary for personal and household hygiene and not only food.
3. That the three-step procedures necessary for receiving the benefit of food stamps be eliminated and that certification, issuance and distribution of food be handled by the food distributing agents.
4. That simplified recertification procedures be instituted allowing longer intervals between recertification.
5. That the cost of food stamps be reduced and that free food stamps be made available for those with very low or no incomes.

Assistance to Needy Families, the Homebound and the Elderly

The basic needs of families with marginal incomes are neglected by the Federal and District governments administering food assistance programs. Many families are needy and cannot provide adequate food and necessary nutritional requirements because of the high cost of living demands on their limited income. A significant proportion of the population are homebound residents and senior citizens. The latter group often face three problems of aging simultaneously: low income, infirmity, and isolation. These factors greatly influence the ability of these vulnerable residents to provide daily food needs and nutritional requirements.

We recommend:

1. That senior citizens be included in the supplemental food program.
2. That simplified eligibility procedures and automatic recertification with annual case review for food stamps be instituted for the elderly.
3. That on request, automatic and routine disbursement of food stamps with welfare, social security, VA and/or other retirement checks to senior citizens be made possible.
4. That a federally financed program be instituted for homebound residents and semi-independent senior citizens to include homemaker services to provide meal planning, shopping, and food preparation, and home delivered meals, when indicated.
5. That large families with low incomes be included in all food assistance programs.
6. That outreach programs such as FIND be continued.
7. That these recommendations become effective in January 1970.
8. That all recommendations be implemented on a national basis where applicable.

Iron Deficiency Anemia in Infants

Iron deficiency anemia is rampant in the first 3 years of life in ghetto children. Poor nutrition at this period of life may compromise future physical and mental development. The prevalence of iron deficiency anemia reaches a peak of 60 to 75 percent of infants at about 15 months of age. Certain proprietary infant formulas contain adequate iron supplementation to prevent iron deficiency anemia but only if given throughout the first year of life; unfortunately baby cereals when given in the usual amounts are not sufficiently fortified to prevent iron deficiency anemia.

We recommend: That all infants receiving well baby care in the clinics of the Health Department of the District of Columbia should be given one of the new preparations of vitamins with iron rather than the usual preparation of vitamins alone during the first year of life. This would result in no increased budget, as vitamins with iron cost no more than the medication of vitamins alone.

Health Statistics

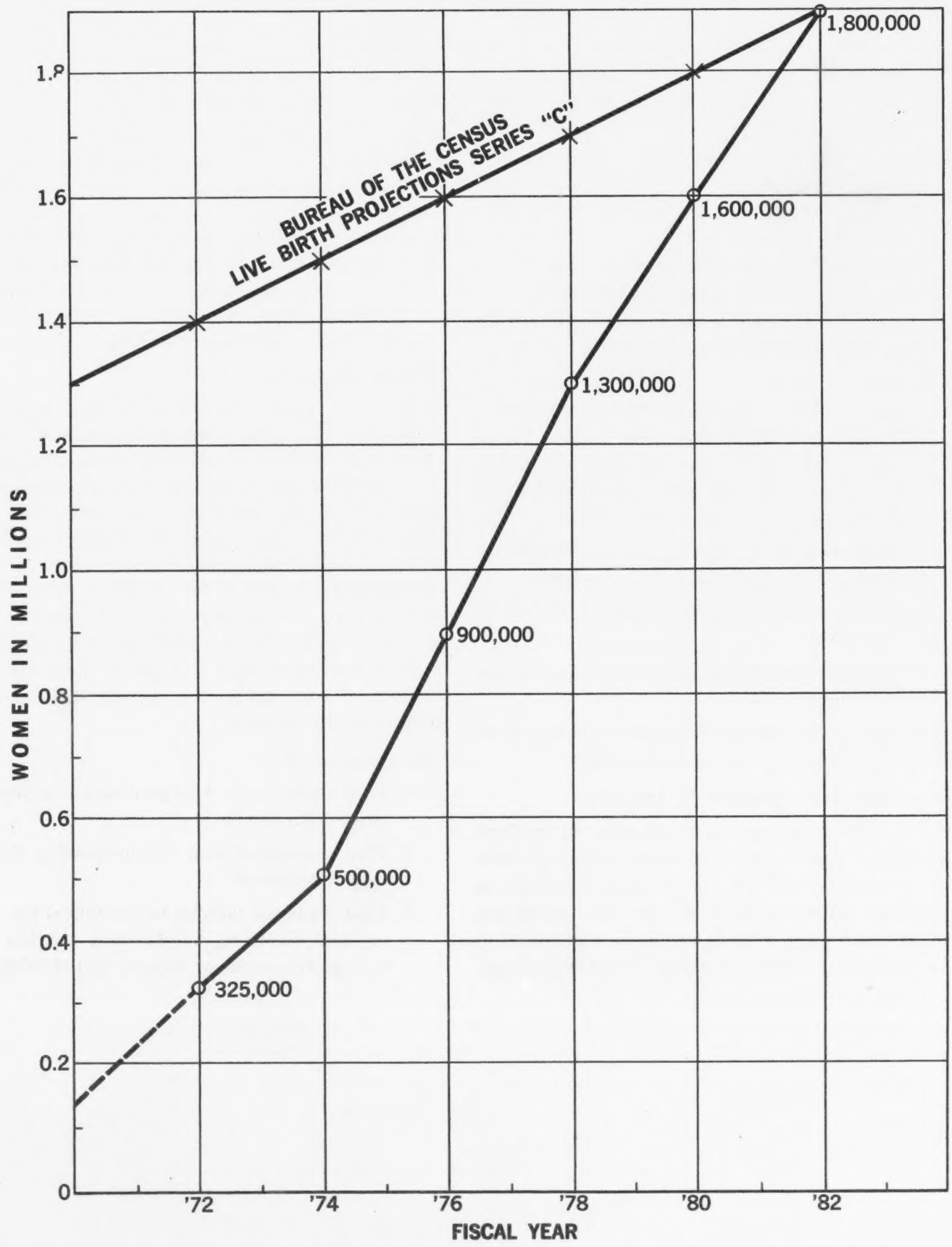
There are many diseases and health conditions related to the nutritional status of individuals. This is particularly true for infectious diseases.

In Washington, health services are fragmented and there is poor cooperation between public and private health care facilities. There exist high rates of infant and maternal mortality and of respiratory illnesses. Some of this is related to a lack of food and to malnutrition. The assessment of nutritional status of infants, children, pregnant women, and other high risk groups is the responsibility of both public and private agencies providing health services.

We recommend:

1. That adequate food be provided as a preventive health service.
2. That correlated and comprehensive health care be available.
3. That standard policies be developed for taking and recording heights and weights and hemoglobin levels of infants and children.

CHART 1


BUREAU OF THE CENSUS
LIVE BIRTH PROJECTIONS SERIES "C"
1,800,000
1,600,000
1,300,000
900,000
500,000
325,000
WOMEN IN MILLIONS
1.8
1.6
1.4
1.2
1.0
0.8
0.6
0.4
0.2
0
'72
'74
'76
'78
'80
'82
FISCAL YEAR

Report of Subpanel on the Military

PREAMBLE

Military contributions to nutrition and health are in three areas: organization, rations development, and research in preventive medicine.

A large part of the military organizational structure deals with housing, food, and medical support. This organizational resource has proved to be a lifesaver to civilian population groups not only in the aftermath of war, but in natural disasters and in occasional other situations. Although the Red Cross ordinarily takes care of civilian disaster feeding, military shelters and kitchens are usually employed. The development of available, acceptable, nonperishable rations that can be stored indefinitely constitutes another major contribution of the military organization to nutrition and feeding. Such rations are of obvious value in disaster situations.

The military medical services have made many contributions in the science of human nutrition as a result of their worldwide studies of preventive medicine and nutritional needs. The medical procedure, personnel and know-how developed have made a major contribution toward the success of the nutrition surveys sponsored by the Interdepartmental Committee on Nutrition for National Defense (ICNND) and the current National Nutrition Survey. Nutrition research is a continuing part of the programs of military medical research laboratories overseas in the Pacific, the Far East, Africa, and the Middle East. These programs are backed up by several laboratories in the United States, most notably the U.S. Army Medical Research and Nutrition Laboratory in Denver, Colo., which is one of the Nation's best research facilities for the study of human nutrition. ICNND techniques and Army nutrition research have contributed importantly to the current national nutrition surveys.

In spite of the fact that the military forces themselves are well fed, there are certain problem areas. The Secretary of Defense has stated that there are some 50,000 soldiers, sailors, and airmen whose military salaries fall below the poverty level. These people are enlisted men of low rank, yet who have sizeable families to support. In many cases incomes are doubtless supplemented by wives' incomes. Nevertheless some enlisted men have sought and been granted food stamp assistance. There is no question that poverty—and presumably malnutrition—exists in some military families, beset as they are by separations, lack of Government housing, insufficient commissary facilities, high rental rates in the surroundings of some camps, and so forth. It is thought that the bulk of this poverty is the direct result of broken homes, however. Military social workers are well aware of the problem, but wish they had more resources to cope with it.

We recommend:

1. That the Department of Defense make a thorough analysis of the extent of nutritional problems among the dependents of low-income service personnel in the immediate future and, based upon the results of this analysis, undertake any indicated remedial actions by: (1) ensuring availability of Federal-Government-sponsored food and nutrition programs and services to the 'military poor', and (2) fully supporting the need for increased military pay and allowances to totally eliminate any necessity for military personnel and dependents to be classified as 'poor'.
2. That the Department of Defense adjust its present policy so as to permit the use of food stamps at military post exchanges (PX's) and commissaries by military families eligible for food stamps, or to provide an equivalent system to assist these military families in meeting their food and nutritional requirements.
3. That the capability of military services to help in situations of natural disaster by providing food, shelter and medical care be recognized and integrated into national nutritional planning.
4. That the outstanding capabilities of specific military resources in human nutritional research and in rations development be recognized and fully utilized in national nutritional planning, especially for meeting disaster needs.

5. That the Department of Defense, and other Federal Government agencies, use their public purchasing power in a positive manner to assist the efforts of people to help themselves and avoid the use of this purchasing power in negative ways, as illustrated for example by the reported increased purchase of grapes by the Department of Defense which impairs the barganing power of farmworkers involved in the grape harvest.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL II–6: Groups for Whom the Federal Government Has Special Responsibility

Consumer protection should be made effective for all of the groups included in this category. The military personnel, as well as others, should receive an adequate minimum income.

SECTION 3

The Provision of Food as it Affects the Consumer: Guidelines for Federal Action

PANEL III–1: Traditional Foods: Long-Term Trends in Food Production and Supply. Trends that Affect Nutrition and Nutritionally Improved Foods. Trends in Modification and Merchandising of Traditional Foods

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REPORT OF PANEL III–1

INTRODUCTION

Panel III–1 was directed to review "Long-Term Trends in Food Production and Supply", this review to include "Trends affecting Nutrition and Nutritionally-Improved Foods" and "Trends in Modification and Merchandising of Traditional Foods".

This has been done against the background of the disclosures that certain segments of our population—particularly some infants, preschool and schoolchildren from low-income families—do not receive enough food.

The reported data disclose instances of low levels of caloric and protein consumption and unacceptable levels of iron, vitamin A, and vitamin C, as well as iodine.

The Panel concluded that its first assignment was to review all trends in food production and supply and determine what steps should be recommended to insure that there currently is, and for the foreseeable future will be, an adequate total supply of all of the essential nutrients.

The Panel reviewed in detail the comprehensive statistics that are published by the Department of Agriculture. It also had the assistance of several knowledgeable consultants and advisors from the Department of Agriculture, the United States Public Health Service, and the Office of the President's Committee on Consumer Interests.

The Panel is convinced that:

1. The current production of food commodities in this country is more than sufficient to supply the nutritional needs of every member of our population.
2. This country has the ability—provided proper food policies and programs are followed—to produce all of the nutrients our expanding population will require for the foreseeable future. In reaching this conclusion we have not considered world food needs outside the United States.
3. A state of urgency regarding hunger and malnutrition among the poor nevertheless exists and must be dealt with without delay.

Certain specific actions must be taken to deal with this emergency and to insure that our food supply will remain adequate to nourish all of our expanding population. These required actions are reflected in the recommendations that follow. These are not listed in any order of priority. All are considered by the Panel to be important.

Recommendation No. 1

Adequate income levels are essential to a permanent solution of poverty-caused malnutrition. But emergency measures are needed now. It is imperative for a permanent solution to the problem of malnutrition among the poor that incomes of all segments of our population be high enough to support an adequate diet.

We recommend:

1. Adequate income levels are and should continue to be one of the highest national goals.
2. Until income levels are adequate, our Nation has no alternative except to make food available immediately to the needy through food stamp, food distribution, school lunch, school milk, and similar programs—or by providing the necessary purchasing power. Congress should appropriate adequate funds for that purpose without delay.
3. The President should use his emergency powers now to release funds to deal with hunger and malnutrition among the poor.
4. It is imperative that these programs be oriented toward good nutrition rather than surplus disposal.
5. Administration and evaluation of these programs will require periodic monitoring of the adequacy of nutrition among current and potential participants. Whenever existing delivery systems are not effective the Federal Government should insure prompt and equitable operation of the programs.

Recommendation No. 2

Nutritional programs should be based primarily on our traditional foods. The current production of traditional foods in this country is more than sufficient to supply the nutritional needs of every member of our population. Current problems are due—not to any shortage of nutrients—but rather to the following circumstances among others:

Low income levels in some segments of the population.

Insufficient nutritional emphasis in our Government policies.

Inadequate Government food distribution programs.

A substantial and serious lack of nutritional knowledge and/or motivation to use it on the part of many people including some members of the medical profession.

The increased costs of living.

There also can be no doubt this country has the ability—provided proper food policies and programs are followed—to produce all of the nutrients our expanding population will require at least through the remainder of this century, even though our population may increase substantially by then.

We recommend:

> That the problem of malnutrition should be attacked with emphasis on nutritious and traditional foods that people are accustomed to consuming since we have an adequate supply of such foods and the thrust of our efforts should be toward protecting and deeveloping this supply. This should not preclude the fortification and supplementation of traditional foods and the development and introduction of new foods, particularly such new food products as may offer significant nutritional value at low cost. The latter, however, should be presented and should find their place in the market on their merits and not as special food for the poor.

Recommendation No. 3

Nutritional programs must recognize the importance of the attractiveness of foods. The attractiveness of foods—their flavor, texture, odor, and appearance—is nutritionally important since foods are nutritious only when they are consumed. Consumer acceptance of foods is thus vital to their nutritional value.

We recommend:

> Our nutritional programs must be built around nutritious foods that meet the test of ready acceptance.

Recommendation No. 4

We must monitor the nutritional adequacy of our food. Too little attention has been paid to the relationship between food production and human nutrition. For example, new plant varieties have been developed and new kinds of foods, some involving new preparation techniques, have been introduced with insufficient examination of their nutrient qualities and without considering their relationship to other foods consumed. Significant changes in our eating patterns are also taking place, including the consumption of more snack foods between meals, more eating away from home, and greater use of convenience foods.

We recommend:

> An effective Federal program should be designed and instituted at the earliest possible date to monitor at regular intervals (1) the nutrient content of our national food supply, (2) the adequacy of the food supply in relation to the nutritional needs of our population, and (3) the relationship of food consumption and patterns of eating to the health of our population.

Recommendation No. 5

We need an aggressive agricultural research program. Our goal of producing all of the nutrients our expanding population will require can be accomplished only if we pursue an aggressive program of agricultural research and development. Although there is active research in the private sector, interest in agricultural research on traditional foods appears to be declining in the U.S. Department of Agriculture and in the State universities—probably because our national agriculture has been so strong and has repeatedly produced more than we need. Present Government research, moreover, is directed more toward farm production, farm income, and surplus utilization than it is toward the nutritional needs of people.

As population grows our surpluses could disappear. We must have an aggressive long-range agricultural research and development program (1) to improve productivity and adaptation of crops and animals, (2) to develop resistance to pests, and (3) to improve the nutritional value and consumer acceptability of our food supply—all of which are of equal importance.

We recommend:

1. The agricultural committees of the Congress and the Department of Agriculture should begin immediately to reexamine priorities in our Federal research expenditures[1] and should substantially expand research concerning our supplies of traditional foods and their nutrient content in relation to the nutritional needs of our population.
2. A larger proportion of increased Federal research funds should be allocated to nutrition-oriented agricultural research by educational institutions and State experiment stations under a grants program.

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[1] The distribution of current Department of Agriculture research expenditures is shown in exhibits B–I and B–II in the appendix.

3. It is urged that both of these recommendations be made effective no later than fiscal 1971.

4. The scientific talent in our Federal departments and in educational institutions should be organized along interdisciplinary lines. This team approach should improve and broaden results. The present concentration of research within disciplines has led to a serious shortage of persons trained in basic sciences who can combine comprehensive knowledge of a major food commodity with ability to harness new developments in diverse disciplines.

Recommendation No. 6

Genetic research to improve nutritive value should be emphasized. Significant improvements in the nutrient quality of our food supply can be made through plant breeding. With proper emphasis on genetic research it appears quite possible to develop new varieties of cereal grains, legumes, potatoes, and other major food crops with higher total protein content, a better balance of the essential amino acids, and higher levels of other essential nutrients. Achievement here would produce higher nutritional quality in the foods people are accustomed to eating. This would mean ready acceptance and possibly lower costs than any other means of upgrading our food supply. At present, there are no legal restrictions on the use of breeding stocks for genetic purposes. It is important that this freedom be preserved.

We recommend:

1. Genetic research on the important food crops should be encouraged in educational institutions, foundations, Federal agencies, and private industry.
2. A federally-sponsored program of genetic research should be established and directed specifically toward nutritive improvements in cereal grains, legumes, potatoes, and other major food crops. At least $10 million a year should be spent on this program and it should be continued at least 10 years.
3. Some of the funds should be used to support Government agency projects but the major portion should go to underwrite specific genetic projects in educational institutions and State experiment stations and to provide for interchange of knowledge among researchers.
4. Legal restrictions that may hamper the freedom to utilize breeding stocks for genetic research of food crops must be discouraged. Such restrictions would impede the genetic development work that is so vital to upgrading the quality of our major food crops.

Recommendation No. 7

Technical advances in agriculture should be used to help the rural poor. Substantial numbers of poor people living in rural areas, both on and off the farms, have inadequate diets. A variety of factors contribute: The benefits of technical advances in agriculture have not reached many farmers with little education, small farms, and limited financial assets. Few research resources have been allocated to their managerial problems. And educational programs in farm and home management have focused primarily on commercial farm operators in recent years. The Farm Security Administration demonstrated in the late 1930's its potential for increasing small farmers' and nonfarm families' food production for home use. The Rockefeller Foundation also has demonstrated the feasibility of such programs in a number of localities. Current programs are small and do not reach many rural nonfarm families.

We recommend:

1. Programs for research, financial assistance, and education should be expanded to help low-income farmers use their land more effectively so as to raise their income levels and produce more food for their own use. It is recognized that this program will require a high degree of interdisciplinary capability.
2. A program of financial and educational assistance should be developed to help low-income, rural, nonfarm families grow more food for their own use. Acreage withdrawn from commercial farm production and paid for under Federal programs should be made available without charge for production of foods for home use and not for resale.

Recommendation No. 8

Steps should be taken to prevent nutrient deficiencies from the decline in the consumption of milk. The Panel is concerned over the declining consumption of milk. Milk and dairy products supply about 75 percent of the calcium and 40 percent of the riboflavin in our national diet. This decline in the consumption of milk can materially affect the supplies of calcium, riboflavin, protein, and vitamins A and D in our diets.

Per capita consumption of milk in various forms has declined significantly in the last two decades. It is anticipated that this decline will continue.

Although the consumption of nonfat milk solids has not declined appreciably to date, there is concern that it may do so if the consumption of dairy products generally continues to decline. Moreover, there appear to be substantial problems of maldistribution. Recent surveys have identified serious problems in the rates of consumption of milk by low-income families in rural areas and in urban ghettos. The situation is particularly critical for infants, small children, pregnant, and lactating women.

The noninstant dry milk distributed under food distribution programs is difficult to mix and not acceptable to many people.

We recommend:

1. There must be a continued effort in all Government nutritional programs, including the school lunch program, to encourage the provision of milk and dairy products for children of all ages and for pregnant and lactating women.
2. Only instant nonfat dry milk, fortified with vitamin A and vitamin D, should be made available under the food distribution programs.
3. In view of the declining trend in fluid milk consumption research should be undertaken to develop substitutes for fluid milk that will provide all the nutritive qualities of milk.
4. Consideration should also be given to encouraging or requiring the fortification of other widely used foods with calcium if surveillance studies indicate that critical groups in the population do not receive enough of this essential mineral. Specific attention should be given to meeting calcium needs of individuals who cannot tolerate milk in adequate amounts.
5. Milk pricing policies should be amended to encourage the production of milk with a lower fat and higher nonfat solids content by pricing milk on the basis of its nonfat solids rather than its butter fat content. This should be accompanied by breeding and feeding to produce milk of lower fat content.
6. We urge the removal of artificial barriers of all kinds in the pricing and marketing of milk.

Recommendation No. 9

An appropriate vehicle for iron fortification should be determined. The recent nutrition surveys have disclosed iron deficiencies among several segments of our population, particularly among women and young children. There appears to be no easy approach to solving this problem by fortification of a single food since most individual foods are not consumed in sufficiently uniform quantities each day to supply the iron needed. Furthermore, there is a potential health hazard if indiscriminate iron fortification of too many foods is permitted.

We recommend:

1. The Food and Nutrition Board of the National Academy of Sciences-National Research Council should be asked to determine within the next year, in collaboration with private industry, what are the preferred vehicles and compounds for iron fortification in order to insure adequate available iron for all of our population.
2. In the meantime, consideration should be given to a substantial increase in the level of iron fortification of all cereal products under both State and Federal regulations.

Recommendation No. 10

Most table salt should be iodized. Goiter which supposedly was eliminated in this country through the use of iodized salt is being identified in current surveys. Apparently iodized salt is not being distributed and consumed as generally as it once was. New generations are not aware of the importance of using iodized salt. It is not even available in some sections of the country or in many stores. In other areas there is a difference in price between iodized and noniodized salt that serves to reduce the consumption of iodized salt.

We recommend:[2]

1. The Government should require by whatever means are appropriate that all table salt

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[2] Panel member does not agree that all table salt should be iodized. He would like scientific assurance that no segments of the population might be adversely affected by compulsory consumption of idodized salt and, in any event, would prefer to encourage use by educational efforts rather than by making it mandatory.

shipped in interstate commerce be iodized, except for noniodized salt for those who require it for medical reasons.

2. The Food and Nutrition Board of the National Academy of Sciences-National Research Council should be asked to determine whether and to what extent the use of iodized salt should be required in processed and restaurant prepared foods if all table salt is iodized.

Recommendation No. 11

We must protect our crops from pests and our population from pesticides. An indispensable factor in the adequacy of our current food supply is the protection of crops and animals from pests. Disease, insects, and rodents take a substantial toll, running into the billions of dollars each year, despite present control measures. Without the use of protective measures our production would be far below what it is.

Continued selective use of some of the older pesticides is needed until new techniques and materials have been developed and proved.

It is imperative that this problem be resolved by full and fair evaluation with the goal of protecting our food supply without serious side effects on natural resources and human health.

We recommend:

1. The administration should accord high priority and urgency to the study and solution of the problem of protecting our crops from pests and our population from pesticides. We commend the steps in this direction that have already been taken by the Secretary of Health, Education, and Welfare's Commission on Pesticides and their Relationship to Environmental Health.
2. The development of cultural and biological control techniques, and disease and insect resistant varieties should be strongly encouraged in educational institutions, foundations, and by private industry and Government. There is also urgent need for the development of effective pesticides that do not have serious side effects. The agricultural chemical industry is urged to concentrate on this development.
3. There must also be adequate field service work to prevent misuse of pesticides. This will require full collaboration between Government, industry, and the agricultural community.

Recommendation No. 12

The quality and efficiency of our meat, poultry, and fish production should be substantially improved. Meat, poultry, and fish represent our most important sources of protein. They also supply other important nutrients in substantial measure, including iron, vitamin A, thiamine, niacin, and riboflavin.

Since World War II striking advances have been made in poultry production through disease control and improvements in feed conversion. These results have not been paralleled in the production of other domestic animals.

U.S. fishing operations have been declining, even though the fishery resources of our coastal waters and the high seas represent an important reserve of high quality protein and other nutrients. This reserve is far greater than has been harvested to date.

We recommend:

1. The expanded research program should give primary emphasis to genetic improvement, disease control, and efficiency of feed utilization in animals, and to the production of animals of higher lean meat and lower fat content, all with the goal of improving quality and effecting economies for the consumer.
2. An aggressive program should be undertaken to develop the techniques needed to insure greater utilization of our fishery resources. Our Government should take proper steps to establish sound international policies and agreements for fisheries conservation.
3. Our Government should also study the potential of fish culture within the United States through the development of fresh water fish farms, particularly in the South.

Recommendation No. 13

Supplemental protein sources should be encouraged. This country has the capability of supplementing its supply of traditional foods with special or new foods primarily important for their protein content. Research and development work, largely by private companies, has resulted in developing new food sources of nutritional significance in the form of edible soy protein concentrates, isolates, and textured products. Possessing substantial quantities of certain of the essential amino acids, these protein sources are now being used to supplement the nutrient content of some cereal products and food specialties. Additional protein sources that offer opportunities for future development include fish protein concentrate, glandless cottonseed, and proteins produced from micro-organisms.

While our supplies of traditional foods currently are more than adequate, these supplemental sources could become more important nutritionally should the time come when our Nation's capacity to feed its growing population becomes critical or should it become necessary to increase our food assistance to other parts of the world.

We recommend: The development of these supplementary protein sources should be encouraged.

Recommendation No. 14

A major effort should be made to determine what effect modifications of traditional foods and introduction of new foods have on our national diet. One of the Panel's major recommendations has been the establishment of a mechanism for monitoring the nutrient content of our food. This is particularly important in view of the trend toward modification of our traditional foods by substituting new ingredients. Sometimes the new ingredients are agricultural products such as modified vegetable proteins or fats. Sometimes they are chemical additives.

We recommend:

1. A study should be made of the extent to which traditional foods are being modified and substitute foods are being formulated with the objective of assessing the effect this may have on the nutritive content of our national diet and the health of the population.
2. Where a new food purports to be a substitute for a traditional food it should be required to provide equivalent nutritive qualities. This should be determined not only by analytical methods but also where appropriate by feeding studies.
3. Even where a new food is not a replacement for a traditional food it is imperative for the consumer to know what she is getting nutritionally. Studies should be undertaken to determine whether and to what extent significant and meaningful nutritional information should be made available to the purchasers of packaged foods and how this can be done effectively.

Recommendation No. 15

We should dispel the confusion that surrounds the significance of fats in our national diet. Studies have suggested that diet, especially the presence of saturated as distinguished from unsaturated fats, may be one of several factors influencing the development of heart and circulatory diseases. Much of the information on this subject is controversial in the medical profession and confusing to the public at a time when there appears to be a trend toward higher total consumption of fats. The portion of our average caloric intake that comes from fats has increased from 32 percent in 1909–13 to almost 40 percent in 1968.[3]

Agencies concerned with health have a responsibility to make the public aware of the complexity of the causes of heart and circulatory diseases and to point out that there is no simple panacea for dealing with them and that simple recommendations dealing with only one facet of the problem are inadequate solutions.

We recommend: A critical review should be made of all research findings and definitive new research studies should be undertaken to determine the significance of fats to public health and the effect of the trends that are taking place. The results should be made known to the medical profession, the food industry, and the public generally.

Recommendation No. 16

Nutrition education must play an important part in the total program. The Panel recognizes the continuing need for more effective nutritional education. It is important that as much nutritional knowledge as possible be brought to all segments of our population, especially where malnourishment exists. This will require a substantial amount of behavioral research.

Nutrition education is also important—and this may be its greatest role—to bring home to the policymakers the nutritional needs of the population.

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[3] Details are shown in exhibits C–I and C–II.

We recommend: A strong emphasis on nutritional education should play an important part in the programs directed at solving the problems of malnutrition. Particular emphasis should be placed upon educating the people in government, agriculture, industry, education, and the medical and dental professions who deal with these problems, and other interested community groups involved in the implementation of social programs.

Recommendation No. 17

Many of the Panel's recommendations revolve around the need for more research related to nutrition. Others bear on food policy and program formulation. Since nutrition is a part of both preventive and therapeutic medicine it must be considered a part of total health care. There needs to be better coordination between agencies concerned with the distribution and availability of foods, agencies concerned with making policies and allocating resources for medical care, and agencies making determinations in which nutrition is involved. However, policy formulation and action programs related to nutrition are fragmented among several government agencies, in educational institutions, in foundations, and in industry.

We recommend: The establishment by the President of an effective mechanism to appraise budgetary allocations, to undertake the task of integrating research, education and action programs needed to encourage the consumption of an adequate diet by every American, and to coordinate the programs of existing Government agencies in this field. This mechanism should keep fully informed of research and development work in educational institutions, in foundations and in private industry as well as in the several Federal and State Government agencies.

SUPPLEMENT TO PANEL III-1 RECOMMENDATIONS

At the meetings with conference participants, a number of written suggestions were made for modification of the panel's recommendations. Some of these are reflected in the recommendations. Others are set forth below.

Recommendation No. 8

A large portion of the nonwhite population of the United States are partially or totally unable to tolerate lactose (milk sugar), and thus are unable to consume milk in the usual recommended amounts. Alternative routes for providing the nutrients contained in milk. particularly calcium, are needed.

Recommendation No. 8

5. The production of milk with a lower fat content and a higher protein content should be encouraged by
   (*a*) amending milk marketing orders so that milk prices are based on protein content as well as butterfat content, and
   (*b*) supporting research which aims to increase milk protein production.
6. Legislation that governs the utilization of dairy products should be reviewed to mitigate restrictions on
   (a) the composition of dairy products in ways which discourage further product improvement and development, and
   (b) the pricing, distribution and marketing of milk in ways which unnecessarily increase the cost to the consumer.

D. S. KRONFELD

Recommendation No. 8

We recommend elimination of the $100 million worth of unnecessary premium prices paid annually by consumers to dairy farmers in order to make milk more economical and thereby to encourage its consumption. Increased milk consumption would help alleviate nutritional inadequacies in the national diet, especially among the poor.

Discussion.—The 1965 USDA Food Consumption Survey showed that about 30 percent of U.S. households did not consume a diet sufficient to meet the Recommended Dietary Allowance set by the NAS/NRC for calcium. The U.S.D.A. found that nutrient shortages were associated with the use of less-than-recommended amounts of milk and milk products, reflected in a 10 percent decline since 1955 in the consumption of fresh milk and other dairy products that are primary sources of calcium. The importance of milk was underscored by the finding that, on the average, about 60 percent of the calcium in the diet was supplied by milk and milk products. Milk is also a significant source of other essential nutrients.

U.S.D.A. establishes the minimum price which a milk distributor must pay a dairy farmer for fluid milk, under some 67 federal milk marketing orders that cover about two-thirds of the milk consumed in fluid form in the U.S. The law directs U.S.D.A. to establish a minimum price that will "insure a sufficient quantity of pure and wholesome milk, and be in the public interest." As of this moment, however, producers under the vast majority of Federal orders have required milk distributors to pay premium prices well in excess of the price determined by U.S.D.A. to be adequate and appropriate. The cost of these unnecessary premium payments, which range up to 5 cents per half gallon, is simply passed on to consumers in the form of higher prices. It is estimated that consumers are paying almost $100 million annually in higher milk prices as a result of these premium payments.

Federal milk orders are therefore being used against the public interest. U.S.D.A. should take appropriate action to have these premium payments stopped. If necessary, the Department of Justice should investigate the market power by which dairy farmers have been able to achieve these excessive prices, far above the level found by U.S.D.A. to be in the public interest.

Recommendation No. 8

All nonfat dry milk solids for direct consumer use should be fortified with vitamins A and D.

Recommendation No. 10

Iodized salt should be available in bulk to those food concerns and food service institutions who desire this type of salt for food preparation. The labeling of salt cartons is very frequently misleading to the consumer. Iodized salt should be labeled in such a manner as not to suggest that the choice of the consumer is between free flowing and iodized, and that these have equal nutritional value.

MARY MORRISON
CHARLOTTE RODERICK

Recommendation No. 14

2. Where a new food is produced, packaged, promoted or marketed as a substitute for a traditional food, it should be required to provide nutritive qualities at least as favorable. This should be determined not only by analytical methods but also where appropriate by feeding studies.

ARTHUR E. ROWSE

WOMEN'S VOLUNTARY ACTION PRIORITIES

1. Emergency action to alleviate hunger now.
2. Adequate annual wage guarantee.
3. O.E.O. amendment to allow funds for school lunch.
4. Immediate food reform.
5. Universal free school lunches.
6. National feed a child policy.
7. Administrative restructuring Department of Agriculture.

REGINA RAMBEAU

APPENDIX TO PANEL III–1

The Panel has stated its belief that the current production of agricultural commodities in this country is more than sufficient to supply the nutritional needs of every member of our population.

This has been clearly demonstrated. Since the end of World War II total farm output has increased more rapidly than population and now stands over 140 percent of 1950 total output. See Exhibit A–I. Our agricultural system has thus been able to provide for a growing domestic market as well as rapidly expanding exports, despite the fact cropland harvested has declined more than 10 percent since 1950. See Exhibit A–II.

This has been accomplished through greater mechanization, better farming methods, sharply increased use of fertilizer, reduction in losses from farm pests, and new plant varieties that have improved yields.

Farm output has in fact been large enough to create substantial surpluses and this has given rise to programs to expand markets, limit output, and improve farm income.

Exhibit A–III compares the nutrients available for consumption per capita per day, on a national basis for 1968, with the recommended dietary allowances of the Food and Nutrition Board, National Academy of Sciences—National Research Council. It will be observed that in every instance the nutrients available are more than adequate to supply the average needs of our population. This supports the conclusion that our problems are due to distribution rather than to any insufficiencies in our total supply.

The panel has also expressed the opinion that this country has the ability—provided proper Government food policies are followed—to produce all of the nutrients our expanding population will require for the foreseeable future.

This conclusion is dependent, of course, on the extent of this country's food exports and imports. Food imports are likely to increase at least as much as population. Exports probably will continue to grow at a faster rate than the domestic market though perhaps not so rapidly as from 1950 to 1965.

The technical studies undertaken for the National Advisory Commission on Food and Fiber in 1967 include extensive projections of food demands and production capacity for U.S. agricultural products through 1980. These assume that U.S. population will reach 243.4 million by 1980; that food consumption per capita will follow the trends established over the past 25 years; that livestock-feed conversion efficiency will continue at rates established since 1940; and that yields of crops and costs of production per acre would follow trends established since the end of World War II.

Even with an assumption that exports will continue to grow at the current rate, it was estimated that both domestic and expanded export demands could be met by putting into production only about 20 percent of the land idle in 1965. (National Advisory Commission on Food and Fiber, Technical Papers—vol. I, August 1967)

Projections of food supplies and consumption accepted by the Panel take account of the substantial rising trend in crop production per acre. See exhibit A–II. It is believed that this trend can be continued. In addition, there is a substantial amount of idle land that can be put back into production. Much of this is land taken out of production under our farm programs. Approximately 435 million acres of our 2 billion acre land base are considered cropland. In 1968 less than 300 million acres were harvested. About 80 million acres were fallow or used for pasture, and an estimated 50 million acres were diverted under Government programs.

In addition, it is estimated that over 250 million acres of land—in addition to our 435 million acres of cropland—could be made suitable for regular cultivation or other agricultural use, although possibly at a higher cost than the acreage now diverted from production.

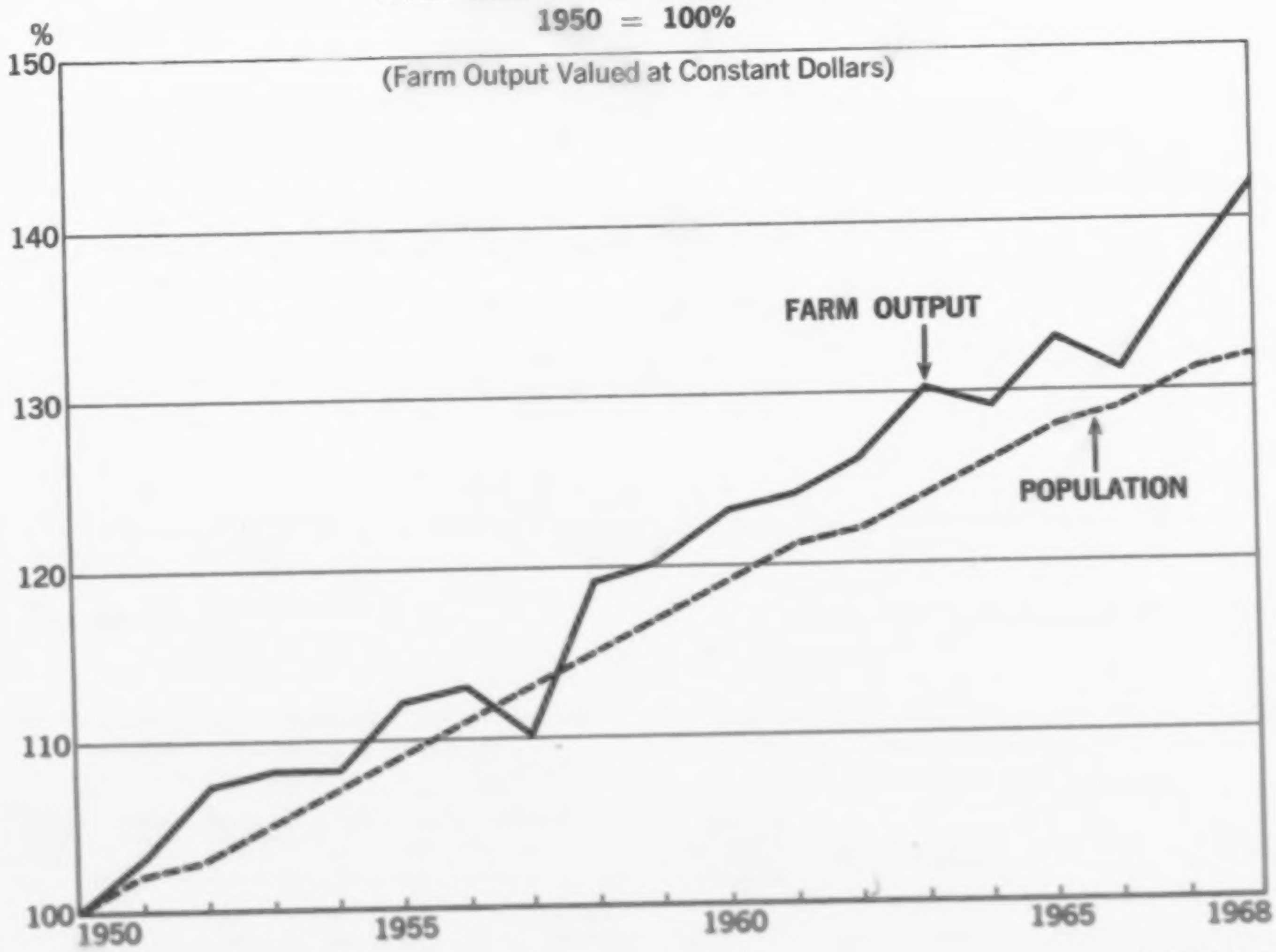
With the help of consultants from the Department of Agriculture, the Panel considered per capita consumption trends and projections for 1980 as shown in exhibit A–IV. These take into account both the trends in food supplies and consumer demand, under the assumption of current price relationships.

Considering our land resources and our demonstrated ability to improve yields, the Panel believed these demands to be well within our capabilities.

In fact, the Panel believes we can feed ourselves at least through the remainder of this century, even though our population (currently about 203 million) may increase substantially by then. The Panel has not attempted to estimate the country's ability to feed its population beyond this century.

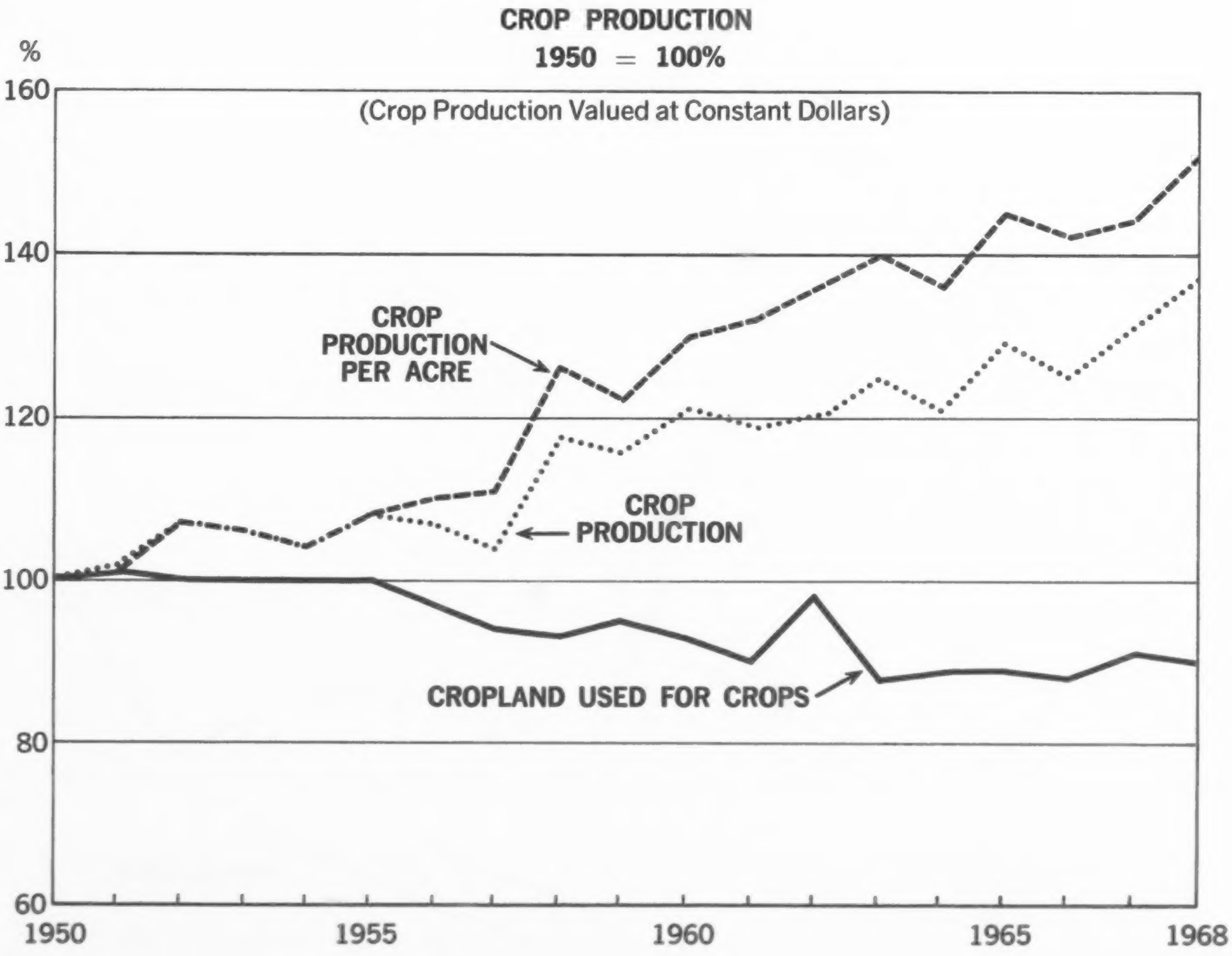
FARM OUTPUT AND U.S. POPULATION
1950 = 100%

(Farm Output Valued at Constant Dollars)



Source: U.S. Department of Agriculture.

Exhibit A–I



Source: U.S. Department of Agriculture.

Exhibit A–II

Exhibit A–III.—*Nutrients in U.S. food, 1968, and recommended allowances*

[Average nutrients per person per day]

Nutrient	Unit	Food consumption [1]	Allowance [2]	Food consumption as percent of allowance
Food Energy	Calories	3,250	2,150	151
Protein	Grams	99	55	180
Calcium	"	.93	.9	103
Iron	Milligrams	17.1	13	132
Vitamin A value	International units.	7,800	4,500	173
Vitamin B_1	Milligrams	1.84	1.1	167
Riboflavin	"	2.25	1.4	161
Vitamin B_6	"	2.14	1.7	126

Exhibit A—III.—*Nutrients in U.S. food, 1968, and recommended allowances*—Continued

Nutrient	Unit	Food consumption [1]	Allowance [2]	Food consumption as percent of allowance
Vitamin B_{12}	Micrograms	9.3	4.8	194
Vitamin C	Milligrams	104	50	208
Magnesium	"	340	300	113

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[1] Consumption measured by disappearance into civilian distribution channels.

[2] Recommended Dietary Allowances, revised 1968, NAS-NRC, weighted by resident population for 1965.

Source: U.S. Department of Agriculture.

EXHIBIT A-IV.—*Civilian per capita food consumption, 1957–1959, 1968 plus 1980 projection*

Item	1957–1959 (pounds)	1968 (pounds)	1980 (pounds)
Meat (carcass weight):			
Beef and veal	89.2	113.0	130
Pork	63.0	66.0	65
Lamb and mutton	4.4	3.7	3
Poultry (ready to cook):			
Chicken	27.5	37.1	49
Turkey	6.0	7.9	10
Fish (edible weight)	10.5	11.0	11
Eggs (shell eggs, farm weight)	46.6	41.8	38
Dairy products, including butter (M.E.)	679.0	575.0	450
Cheese	7.9	10.6	11
Evaporated and condensed milk [1]	14.8	8.6	3
Ice cream (product weight)	18.4	18.5	19
Nonfat dry milk [1]	5.7	5.9	5
Fluid whole milk (product weight)	300.0	248.0	175
Fluid low fat milk (product weight)	26.7	48.2	82
Fluid cream (product weight)	9.4	6.5	3
Fats and oils—total (fat content)	45.3	51.0	53
Butter (product weight)	8.2	5.6	3
Lard	9.3	5.6	4
Margarine (product weight)	8.9	10.8	14
Shortening	11.4	16.2	17
Other edible oils	10.8	16.0	18
Vegetables:			
Fresh (farm weight)	104.1	98.2	92
Canned	44.8	52.5	52
Frozen	6.6	9.6	10
Fruit:			
Fresh (farm weight)	95.5	77.9	70
Canned	22.4	23.0	22
Canned juice	13.5	12.6	14
Chilled, fruit and juice	2.5	4.6	9
Frozen fruit	3.6	3.8	5
Frozen juice	5.0	5.5	9
Dried	3.3	2.5	2
Melons (farm weight)	25.1	22.3	19
Potatoes—frozen (product weight)	1.6	8.5	9
Potatoes—other (fresh farm weight)	102.6	90.8	87
Sweetpotatoes, excluding canned (farm weight)	7.2	4.4	4
Peas and beans, dry	8.3	6.6	7
Coffee (green bean basis)	15.7	14.8	15
Cocoa beans	3.5	4.3	4
Peanuts (kernel basis)	4.6	5.7	7
Wheat flour	120.0	106.0	100
Wheat cereals	2.8	2.9	3
Rye flour	1.2	1.3	1
Rice	5.4	7.8	8
Corn flour and meal	7.4	5.5	5
Corn cereal	1.8	2.2	2
Cornstarch	1.9	1.6	1.4
Hominy	3.1	4.7	5
Oat food products	3.5	3.7	4
Barley products	1.0	1.1	1
Sugar, cane and beet [2]	96.1	98.8	98
Sirups and honey	11.8	16.5	17

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[1] Including duplication with other dairy products.

[2] Including duplication in foods listed elsewhere (ice cream, processed fruits and vegetables).

EXHIBIT B-I.—*Use of U.S. Department of Agriculture and State Agricultural experiment station funds by commodity or resource*

Commodity or resource	1964–1965 [1]		1967–1968 [2]	
	Million dollars	Percent of total	Million dollars	Percent of total
National resources	45.5	11.6	58.3	12.6
Timber and forest products [3]	34.5	8.8	40.2	8.7
Fruits and vegetables	52.0	13.2	57.7	12.5
Cereal crops	30.6	7.8	32.3	7.0
Other field crops	61.5	15.6	68.8	14.8
Animals and animal products	100.3	25.5	116.5	25.1
Agribusiness complex [4]	9.7	2.4	16.7	3.6
Human needs and resources [5]	21.2	5.4	20.7	4.4
Unalloted above	38.1	9.7	52.2	11.3
Total	393.4	100.0	463.4	100.0

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[1] "*A National Program for Research in Agriculture,*" p. 58.

[2] "*Inventory of Agricultural Research,*" August, 1969, p. 5, table II–B and p. 17.

[3] Excluding expenditures by forestry schools.

[4] Includes general purpose farm supplies and facilities, farms as business enterprises, processing and marketing industries.

[5] Includes clothing and textiles, food, housing and equipment, people as individuals, family members.

EXHIBIT B-II.—*U.S. Department of Agriculture research expenditures for major crops, and number of professional and technical workers*

Commodity	1964–1965 [1]	1967–1968 [2]	
	Million dollars	Million dollars	Number of professional and technical workers [3]
Fruits and vegetables:			
Citrus and subtropical fruits	3.0	3.5	98
Deciduous and small fruits, tree nuts	4.4	4.6	92
Potatoes	1.6	1.5	32
Vegetables	4.1	4.4	97
Cereal crops:			
Corn	4.0	3.9	96
Grain sorghum	.6	.7	17
Rice	.6	.6	10
Wheat	5.9	4.9	120
Other small grains	1.1	1.2	27
Other field crops:			
Pasture	.5	.6	15
Forage crops	2.5	2.7	52
Cotton	10.1	10.7	198
Cottonseed	1.0	1.1	14
Soybeans	2.1	2.3	41
Peanuts	1.1	1.4	26
Other oilseed crops	1.9	1.7	29
Tobacco	2.5	3.0	82
Sugar crops	2.6	2.4	55
Miscellaneous and new crops	1.2	1.4	26

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[1] "A National Program for Agriculture," p. 233.

[2] "Inventory of Agricultural Research," August 1969, p. 135.

[3] "Inventory of Agricultural Research," August 1969, p. 135.

Exhibit C–I.—*Percent of available food energy furnished by protein, fat and carbohydrates*

	Period							
	1903–1913		1935–1939		1957–1959		1968	
	Percent	Number of calories	Percent	Number of calories	Percent	Number of calories	Percent	Number of calories
Protein	11.7	408.3	10.9	356.4	12.0	376.8	12.2	390.4
Fat	32.1	1,120.3	36.3	1,187.0	40.7	1,278.0	41.8	1,337.6
Carbohydrates	56.2	1,961.4	52.8	1,726.6	47.3	1,485.2	46.0	1,472.0
Total	100.0	3,490.0	100.0	3,270.0	100.0	3,140.0	100.0	3,200.0

Source: Consumer and Food Economics Research Division, Agricultural Research Service, U.S. Department of Agriculture.

Exhibit C–II.—*Nutrient fat available per capita per day, and sources of fat*

Year	Fat (grams)	Percent of total	
		Animal sources	Vegetable sources
		Percent	*Percent*
1909–1913	125	83.0	17.0
1935–1939	133	73.2	26.8
1957–1959	143	70.7	29.3
1968	150	65.2	34.8

Source: Consumer and Food Economics Research Division, Agricultural Research Service, U.S. Department of Agriculture.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL III–1: Traditional Foods

Recommendation No. 2:

The Panel ignored the Community Organization Task Force recommendation that an additional causative factor be added. That addition should read: "Industry pricing and advertising policies."

Recommendation No. 5:

The task force repeats its suggestion that the priorities in the second paragraph of recommendation No. 5 be reordered to read:

> As population grows, our surpluses could disappear. We must have an aggressive long-range agricultural research and development program; (1) to improve the nutritional value and consumer acceptability of our food supply, (2) to develop resistance to pests, and (3) to improve productivity and adaptation of crops and animals.

Recommendation No. 7:

Additional recommendations of the task force were ignored. They are:

3. Efforts should be made to aid financially and educationally the use of cooperatives in social and economic development, including the provision of land at low cost or rental.
4. Children in preschool, day-care centers, and enrolled in school up to the fourth grade should be served breakfast. Special emphasis should be placed on rural communities. Children in the lower economic levels should be provided with at least one hot meal per day.

Recommendation No. 8:

The task force suggested alterations of part 4 were ignored. They read:

4. Consideration should be given to encouraging or requiring the fortification of other widely used foods with calcium and riboflavin if surveillance studies indicate that critical groups in the population do not receive enough of these essential substances.

Recommendation No. 11:

The task force suggestion that the recommendation be retitled "We Must Protect our Population from Pesticides and our Crops from Pests" was ignored. Likewise, the Panel ignored a suggested addition which read:

> The Federal Government should not license or release agricultural chemicals without proper safeguards and training to agricultural workers. The consumer should be protected from agricultural chemical residue and other dangers.

Recommendation No. 17:

The Panel ignored the task force addition that read:

> Emphasize quality rather than quantity in food research.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL III–1: Traditional Foods

The Panel failed to study whether food prices can be reduced. This should be done.

Elements in excessive food prices include unnecessary processing, unnecessary sales promotion costs, proliferation of products, and restrictive trade practices. These matters should have been included in the analysis.

While nutritional education is desirable, as suggested by the panel, no amount of "education" can take the place of more reasonable prices.

Nutritional and shopping information is most useful at point of sale, which means on the package label. We need on the label a percentage breakdown of the list of ingredients. This percentage information is increasingly urgent as more and more foods are processed partly or wholly.

We also need higher standards and grades for both processed and some fresh foods, such as meat, and a universal simplified grading system.

Milk production and distribution particularly have become surrounded by restrictive trade barriers. Milk prices need to be reduced through their elimination.

PANEL III–2: New Foods: Standards of Food Identities that Simulate Traditional Foods. Impact of New Technologies on Nutritional Value. Nutritional Supplements

Chairman: Richard S. Gordon, Vice President, and General Manager, New Enterprise Division, Monsanto Co., St. Louis, Mo.

Vice Chairman: Gladys A. Emerson, Ph. D., Professor of Nutrition, School of Public Health, University of California at Los Angeles, Los Angeles, Calif.

Panel members

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Jean Judge, Extension Specialist in Food Marketing, College of Agriculture and Environmental Sciences, Rutgers University, New Brunswick, N.J.

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Herbert P. Sarett, Ph. D., Vice President, Nutritional Sciences, Meade Johnson Research Center, Evansville, Ind.

Bernard S. Schweigert, Ph. D., Chairman, Department of Food Science, College of Agriculture, Michigan State University, East Lansing, Mich.

Eaton E. Smith, Director of Food and Drugs, Connecticut State Department of Consumer Protection, Hartford, Conn.

H. L. Wilcke, Ph. D., Vice President, Ralston-Purina Co., St. Louis, Mo.

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REPORT OF PANEL III–2

Summary Recommendation: Creating a New Climate for a National Nutrition Policy

In the midst of this Nation's affluent society, poverty exists in segments of the population, resulting in the presence of stark hunger.

In the presence of the world's most sophisticated food science and knowledge of nutrition, highly developed marketing systems, and comprehensive regulatory and protection systems, there is malnutrition in this country.

The immediate answer to hunger is purchasing power. Yet even with increased purchasing power the consumer can be faced with malnutrition.

This Panel supports increased consumer purchasing power. The method of carrying out this necessary goal is the proper consideration of other Conference panels and Federal agencies. The panel is also certain that simple nutrient upgrading of common foods is possible now and of equal importance with the imperative remedy of income supplement.

The White House Conference on Food, Nutrition, and Health has seen anger and frustration from many sources and causes: Anger at the presence of the problem that caused the conference to be held; frustration that the problem exists in the midst of available solutions.

This Panel was given the charge of facilitating the development and utilization of new foods to help solve the problems of hunger and malnutrition. In the Panel's judgment, the primary barriers to innovation in food product and process development are a small number of regulatory policies which, because they unduly restrict innovation and competition in the food industry, are no longer in the best interest of consumers. Accordingly, many of the Panel's recommendations relate directly to the regulatory area. The Panel did not review the food regulatory system with an eye toward destruction or sweeping revision. Rather it looked with an eye toward refinement and improvement—to make the system more responsive and realistic for consumer needs and demands.

We recommend that the provision of more nutritious, appealing, and economical food to all consumers be a new national goal.

New foods, as the Panel defined them, include (1) traditional foods nutritiously upgraded beyond present standards; (2) foods that simulate traditional foods; and (3) wholly new classes and types of foods.

Immediate and obvious benefit to hungry and malnourished people can be achieved by bringing technology to bear on their problems. The new national goal of providing economical nutrition requires a new consumer-industry-Government climate. An essential element of this climate is honoring the demands of consumers of all income levels for competition based on quality and price instead of packaging, advertising, games, and giveaways. The Panel believes that the primary bases of competition should be technological improvement and nutritional benefit.

For industry, Government, and consumers to participate effectively in this climate, there must be freedom coupled with responsibility: Freedom for industry to experiment and innovate, coupled with responsibility to consumer inquiry and Government regulation. Freedom for consumers to be informed, to inquire, and to petition; coupled with a responsibility to become knowledgeable and effective consumers, able to communicate intelligently to Government and industry. Freedom for Government to be flexible, coupled with responsibility to protect consumers.

Within this proposed climate, such existing consumer food protection laws as the prohibitions against economic adulteration or misleading promotions, and the requirement that functionality and safety be proved for food additives, should remain applicable and be rigorously enforced. Inherent in the Panel's recommendations is the need for increased consumer nutrition education at all income levels.

In view of this recommendation to create a new climate for a national nutrition policy, the Panel has proposed 10 specific recommendations:

1. The implementation of an immediate food fortification program to relieve malnutrition.
2. The establishment of a single regulatory policy to achieve uniform practices for the protection of consumers.
3. A policy of truthful disclosure wherein names for foods accurately describe what the foods are.
4. The establishment of a meaningful, accurate, and useful method of presenting information to consumers through food product labeling.
5. A standard of characterization which may be required by the Government to guarantee the amount of the characterizing ingredient in food products i.e., what makes a food what it is.
6. A standard of nutritional quality which may be required by the Government to assure a food product's minimum and maximum values for nutritional purposes.
7. Fair and expeditious regulatory proceedings in which any person would have the right to participate.
8. Uniform application of all regulatory requirements throughout the Nation, enforceable by Federal, State, and local officials.
9. A separate Administration for Nutrition Science and Technology to maintain surveillance of the Nation's nutritional status and to develop National nutrition policies.
10. Modern inspection and quality control techniques for inspection of food.

Each of the above is a separate recommendation which can be considered on its own merits, but because of their inevitable interaction, taken as a whole, they represent a unified approach to creating a new climate for a national nutrition policy.

Recommendation No. 1: AN IMMEDIATE FOOD FORTIFICATION PROGRAM TO RELIEVE MALNUTRITION

Objective.—An immediate food fortification program to provide nutritionally complete foods to the public must be instituted to relieve malnutrition now.

Background.—Immediate, effective measures are urgently needed to attack problems of hunger and malnutrition among the poor. Simply supplying foods that are not nutritionally adequate will aggravate the extent of nutritional deficiencies among those who have low caloric intakes. American science possesses the knowledge necessary to attack malnutrition, and American food technology has the means of converting that knowledge into attractive and highly nutritious foods in the marketplace. A small number of staple foods, fortified with all the nutrients required for meeting complete daily human requirements, could have an immediate and major impact on the malnutrition problems of economically deprived citizens. The introduction of new foods to meet the urgent needs of this segment of the population could also contribute to the nutritional needs of all consumers. Instructions concerning the importance and proper use of such foods could be provided immediately to consumers.

Recommendations:

1. The Secretaries of Agriculture and of Health, Education, and Welfare should, within 90 days after this report is submitted to the President, publish a list of important foods, both standardized and unstandardized (such as flour, bread, noodles, rice, processed meat, corn meal, and corn products), to be immediately fortified with appropriate nutrients. In publishing this list, they shall take into account ethnic, social, cultural, and regional preferences. The Secretaries shall, for each product selected, specify the level of fortification that would make that food nutritionally as complete as possible without altering acceptability to the consumer through major changes in taste, flavor, appearance, or use characteristics. Each of these basic foods should be fortified with the nutrients selected to a level such that if it were consumed as the sole source of an adequate caloric intake, it would supply complete daily nutrient needs. Since consumption of food is controlled by caloric intake, this concept would prevent either excessive or deficient intake of critical nutrients. These nutrient requirements should be based upon the general population, recognizing that such special groups as infants, preschool children, and expectant mothers have special needs requiring additional nutrients beyond those furnished by the fortified foods. Subject only to processing and handling limitations, industry should be urged to make such products broadly available in the regular commercial distribution channels. If any particular nutrients present a special processing or handling problem, industry may omit such nutrients until the problem is overcome. Such fortification should require the use of proteins, amino acids, vitamins, and minerals in ways that will employ the full range of nutritional knowledge and technology. Alternative sources of any nutrient should be permitted, to encourage development of nutritious foods at lowest possible cost.
2. Within 90 days of the order, at least all Government purchases of these foods for food distribution programs should be so fortified. All Federal, State, and local agencies responsible for various types of feeding programs, such as school lunches, should be urged to purchase fortified foods in their particular programs.
3. Food manufacturers should restrict price increases for fortified foods to no more than their cost for fortification.
4. The foods should be labeled in accordance with the recommendations made by this panel for labeling all foods.
5. Government agencies, private groups, professional nutrition educators, and industry should institute educational and other promotional programs to disseminate information about such fortified foods and to promote their widespread use.

Recommendation No. 2: A SINGLE FEDERAL REGULATORY POLICY

Objective.—There must be a single Federal regulatory policy for foods, adapted specifically to national nutrition goals.

3

Background.—Food products derived from, or ultizing inspected meat and poultry are presently subject to regulation under separate Federal laws administered by the U.S. Department of Agriculture. Virtually all other food products are regulated by the Department of Health, Education, and Welfare under the Federal Food, Drug, and Cosmetic Act. The policies, developed by USDA and HEW with respect to the labeling, safety, and sanitation of products under their jurisdiction, and the methods used to enforce the different laws governing these products, have differed significantly over the years. These differences have fostered consumer confusion and have hindered public protection. Policy under the Federal Food, Drug, and Cosmetic Act is determined by the Food and Drug Administration, which is also responsible for regulation of several other diverse types of products.

Establishing a single Federal regulatory policy for foods should result in consistent and uniform food labeling, sanitation requirements, inspection procedures, and other practices protecting the public health and welfare. Food labeling should become more understandable and meaningful to the consumer. Whether it would also be advisable to establish a single Federal regulatory agency for all foods, as was recommended by the Hoover Commission 20 years ago, requires further study.

Recommendations:

1. There should be one Federal regulatory policy with respect to safety, sanitation, identity, and labeling of foods. Different or inconsistent policies and practices among different Federal agencies should be reconciled, in accordance with the principles recommended by this Panel.
2. Within the Department of Health, Education, and Welfare, the policymaking functions with respect to food regulation should be placed in a separate and independent food administration in view of the unique aspects of food regulation and the paramount aim of implementing national nutritional and health goals.
3. Within 90 days after submission of this report to the President, the Secretary of Health, Education, and Welfare should issue an order establishing a separate food administration within his Department to implement all Federal regulatory laws under his jurisdiction relating to food products.
4. Within 90 days after submission of this report to the President, the President should, by Executive order, establish an interdepartmental coordinating committee on Federal food regulatory policy, comprised of representatives of all Federal departments and agencies having jurisdiction with respect to safety, sanitation, identity, and labeling of any food. Within 6 months after formation of the committee, and at least once each year thereafter, the committee should issue a report on its progress in reconciling all pertinent Federal policies and practices and eliminating overlapping regulation and gaps in these areas. The committee should initially consider, and include in its first report, the question whether a single Federal regulatory agency for foods should be established, and particularly whether the jurisdiction of USDA over food products derived from or utilizing inspected meat and poultry should be transferred to HEW.

General Purpose of Following Recommendations

Recommendations Nos. 3 and 4: The following recommendations are designed as a set of concepts which will provide accurate, complete, and helpful label information to consumers, and assure that foods are truthfully named and that they meet appropriate nutritional requirements. Although these recommendations are presented individually for purposes of discussion, they represent a carefully integrated, positive, and comprehensive approach to food regulation having particular impact on new foods. The Panel intends that they be considered as a whole, with recognition that acceptance only in part could result in significant distortion or imbalance among these recommendations.

Recommendation No. 3

Objective.—The brand name of a food must not misrepresent the characteristics or properties of the product. Every food should bear a generic name that accurately identifies or describes it, in terms readily understandable to consumers.

Background.—There are two names by which consumers know foods: (1) The brand or proprietary name adopted by the manufacturer to identify his product, and (2) the generic name (the common or usual name or the statement of identity), which may be a coined term, that identifies or describes the product in terms that are uniform among all identical products and that conveys to consumers the basic nature of the product. Under present law, neither of these names may be false or misleading, and the generic name may be standardized by Government regulation.

Presently, new foods are often required by Government regulatory agencies to be called "imitation" products. The "imitation" label has been regarded as equally applicable when the new product is inferior to the old as it is when the new product is superior to the old. Thus, the use of such over simplified and inaccurate words are potentially misleading to consumers, and fail to inform the public about the actual characteristics and properties of the new product. More accurate and useful labeling is needed.

Under existing law, Government agencies could adopt an administrative policy no longer requiring or permitting over-simplified and inaccurate words. Instead, they could require an informative and descriptive generic name for every food. The existing legal prohibitions against false or misleading labeling and advertising could be utilized to prevent the use of any terminology that could mislead consumers about the identity or characteristics of the new product. Existing law could also be used to establish, by regulation, a uniform generic name that would accurately reflect reasonable expectations of consumers.

Such a policy would better serve the public interest. It would provide more accurate and useful information for consumer about the identity of foods than is presently the situation. It would also encourage the development and marketing of variations of traditional foods and of completely new foods, that can provide consumers a greater variety of acceptable, higher quality, and more nutritious food products at lower prices.

Recommendations:

1. The manufacturer of a food should be responsible for labeling the product with a brand name and a generic name (the common or usual name or the statement of identity). The present law against the use of false or misleading names should be vigorously enforced. enforced.
2. The generic name of a food should accurately describe, in as simple and direct terms as possible, the basic nature of the food or its characterizing properties or ingredients. The generic name should describe the food affirmatively to show what it is, not negatively to show what it is not. Oversimplified and inaccurate terms such as "imitation" should be abandoned as uninformative to the public.
3. The generic name of a food should be reserved for use only by those products that fall within the limits reasonably expected by consumers. The limits of any generic food name may also be established by Government regulation. A new food that looks like a traditional food, or is used for the same purpose, should not use the traditional food name in any confusing or misleading way. Instead, the new food must be given its own generic name that states, in clear affirmative terms, exactly what it is.
4. The above three recomendations should be implemented for all foods, including processed meat and poultry foods, by policy directives of the Secretaries of Agriculture and of Health, Education, and Welfare within 90 days after submission of this report to the President. Consideration should be given to amending Federal regulatory laws to reflect this new policy by deleting the provisions for labeling products as "imitation." Where appropriate, generic food names should be recommended by the Food Standard Commission recommended by this Panel.

Recommendation No. 4

Objective.—The label or labeling of a food should bear whatever information relating to its composition and nutritional properties is important and useful to consumers, in a form that is meaningful and usable. Government standards should supplement but not supplant informative labeling.

Background.—As a result of the maze of present laws and regulations governing food labeling, consumers are presented with confusing or incomplete information about the products they purchase. The label of an unstandardized food must bear a full statement of ingredients whereas the label of a standardized food need not disclose the mandatory ingredients. Nutritional information may be required on the label of a special dietary food but not on a general purpose food.

Consumers have requested and are entitled to more meaningful and useful information than is now provided them about food. Such reforms as a required statement of ingredients for all foods, information about nutritional properties, a declaration of the amount of any characterizing ingredient, and simplification of ingredient designation, will help the consumer understand the product more fully and help him to make more intelligent purchasing decisions.

Recommendations:

1. A complete statement of ingredients should be required on every food label, regardless of whether there is a Government standard for the product, except for coloring and flavoring, and where an exemption permitting designation of ingredients by generic class is justified.
2. The amount of a characterizing ingredient, if any, should be shown on the label on a percent basis or other accepted uniform method meaningful to the consumer, except where it would be irrelevant to the value of the product or misleading to consumers. This information should be given in terms of the product in its final consumable form, and may be expressed as a minimum amount in order to retain manufacturing flexibility. It should be the initial responsibility of the manufacturer to decide what ingredients are characterizing ingredients for which a label declaration of amount is appropriate. Failure to label the amount of any characterizing ingredient should constitute illegal misbranding. The characterizing ingredients in a food may also be designated by the Government, on the petition of any person, through a standard of characterization.
3. Technical chemical designations of ingredients should be simplified to make them more meaningful and understandable to, and more readily remembered by, consumers. This may initially involve use of both the technical and the simplified names on food labels as part of a consumer educational program.
4. Information about nutritional properties which are significant to consumers in relation to the use of a given food in the daily diet should be required to be made available to consumers. Insufficient data are available to show what nutritional information is significant for the various foods, or what type of nutritional information is meaningful and useful to consumers, or what form of disclosure—by the label, or by package leaflets, or through a central data bank, or to dietitians and physicians—is most informative. Special information may well be appropriate for professional health personnel. Every manufacturer should be encouraged to provide truthful nutritional information to consumers about his products to enable them to follow recommended dietary regimens.
5. Any information about nutritional properties required or permitted to be disclosed, regardless of how it is disclosed, may be shown within numerical ranges that should be no broader than are meaningful from a nutritional standpoint. Reasonable manufacturing variations should also be permitted as long as they are within good manufacturing practices.
6. Research should be undertaken to develop rapid and accurate methods of determining nutritional values in food.
7. Factory inspection of food establishments should extend to quality-control records, including those records necessary to permit verification of compositional and nutritional claims for any food product, without disclosure of such trade secrets as product formulas. Copies of all labeling material for any food should be available to a Government inspector during any factory inspection.
8. Nutritional claims in labeling and advertising for foods should continue to be closely scrutinized by Federal regulatory agencies, and there should be prompt and efficient enforcement action taken against misleading claims.
9. The above eight recommendations should be implemented in three steps. First, the Secretary of Health, Education, and Welfare should, within 60 days after submission of this report to the President, request industry

voluntarily to institute labeling changes consistent with these recommendations, and should then propose new legislation to make these recommendations mandatory. Second, the Secretary should immediately institute a program to simplify complex ingredient technology. Third, the Secretary should immediately institute research studies, to be completed within 1 year after this report is submitted to the President, in cooperation with industry and consumer organizations, to determine what nutritional information is important and useful to consumers, and the form in which it is most meaningful and usable.

Recommendation No. 5

Objective.—A standard of characterization for a food must protect the consumer's reasonable expectations in buying that product, and provide maximum flexibility and incentive for the marketing of new variations and new foods to the public.

Background.—The availability of new foods to consumers in the market is limited by present Government regulations. Wider consumer choice of foods could be made available, with the same protection against deceptive or unsafe ingredients, by emphasizing the basic purpose of food standards, to protect the reasonable expectations of consumers. This action could be taken by an immediate review and improvement of existing food standards and a policy directive, and would not require a change in the law.

Under present practice, a Government food standard usually specifies in detail the "recipe" required for the product. Improvements in any standardized food must therefore await a change in the Government standard, which may take many months or even years, before the improved food product can be made available to consumers. In addition, variations from a standardized food are usually prohibited without a change in the standard, under the interpretation that the standard is intended to encompass all similar products.

Because of this deadening effect on food technology, industry is encouraged to avoid the promulgation of standards, and to contest vigorously any proposed attempt at this form of regulation, which it might otherwise accept as reasonable and beneficial. Once promulgated, a detailed food standard of this kind impedes further research, hinders product improvement, and hence denies useful new products to the consumer.

New food technology has permitted development of new foods that are variations of traditional products or wholly new foods that resemble traditional products but are not tied to traditional ingredients. It is important that standards be sufficiently flexible to permit alternative safe ingredients within the limits of the basic nature of the food. A recent example of such a modern standard is the one for breaded shrimp, which guarantees the amount of shrimp the consumer receives but permits any safe and suitable breading ingredients with only a very few specified exceptions. It is equally important that new variations and new foods be permitted to be marketed under their own accurate and informative names and not subject to an old standard, in the way that special formula breads are marketed separate from the standard for enriched bread.

Present law prohibits economic adulteration of any food with cheap fillers or other nonfunctional ingredients, and requires proof of both safety and functionality for any food additive. These provisions will continue to protect against useless or unsafe or deceptive ingredients in food. Use of food standards that make no attempt to specify all permissible ingredients will, therefore, permit a greater selection of foods for consumers without weakening consumer protection safeguards.

Recommendations:

1. A standard of characterization for a food should specify the characterizing properties or ingredients of the food, and perhaps establish a required minimum level for them, but should not specify other ingredients that may properly be used by chemical name. The approach used in the standard for breaded shrimp should be followed.
2. Any functional ingredient that is the subject of a food additive regulation or a prior sanction, or that is generally recognized as safe (GRAS), should properly be available for use under any standard of characterization, as long as the standard does not inherently or explicitly preclude the use of such ingredients.
3. A standard of characterization should be used solely for purposes of regulating the type of product for which a given name may be used, and not to preclude or hinder the marketing of truthfully labeled new variations or new foods that resemble it or are

used for the same purposes. A new product should therefore always be permitted to be marketed outside any existing standard of characterization as long as it meets all labeling requirements and any broad standards or nutritional quality that may exist.

4. The present legal prohibitions against economic adulteration, and the requirement that all food ingredients be safe and functional, should be vigorously enforced.
5. The Secretary of Health, Education, and Welfare should immediately appoint a Food Standard Commission to supervise the review, improvement, and wherever possible, simplification of existing standards of identity to conform with these recommendations. The Commission should be comprised of representatives of Government, consumers, industry, and the academic world. The Commission should establish, by April 1, 1970, general guidelines and procedures for the work to be done, and should appoint a Panel for each existing food standard or class of standards and for important foods for which standards do not presently exist. Each Panel should include representatives of Government, consumers, industry, and the academic world. Each Panel should include its recommendations for any required minimum levels for characterizing properties or ingredients. The deliberations of the Panels should not be confidential, and an opportunity should be made for presentations to the Panels by any interested person. The recommendations of the Panels should be presented to the Commission by December 31, 1970, and after review and technical correction should immediately be published as proposals in the Federal Register.

Recommendation No. 6

Objective.—Minimum nutritional qualities must be assured for those foods used by the public as a significant part of the diet.

Background.—Consumers presently are not receiving sufficient assurance of, or information about, the nutritional quality of food products. Present law and regulations do not assure consumers that foods meet minimum nutritional standards. Most foods need not meet any nutritional requirements. Where nutritional requirements are promulgated, present law does not ban foods from the marketplace that fail to meet those requirements. Present Government policy regarding standards of identity discourages nutritional fortification of many foods. Consumers may therefore receive inadequate nutrition and nutrition information.

Recommendations:

1. A standard of nutritional quality for a food or class of foods should specify a minimum and maximum value for nutritional properties which are significant to consumers in relation to the use of the product or class of products in the daily diet. Such nutritional properties include, but are not limited to, vitamins, minerals, quantity and quality of protein, fatty acids, and calories. Overconsumption of any nutrient would be prevented by basing fortification on the caloric contribution of the food to the diet. Alternative sources of any nutrient should be permitted, to encourage development of nutritious foods at lowest possible cost.
2. No safe ingredient should be excluded from a food on the ground that its nutritional usefulness is not proved, but specific claims of usefulness should be prohibited until supportable by sound scientific evidence.
3. Special products containing particulary high or concentrated levels of nutrition should be permitted and encouraged for special purposes such as for the elderly, or school children who eat only one good meal a day, or sick persons who need special nutritional regimens, or disadvantaged families that need high nutrition at low cost.
4. Any food that achieves substantial importance in the Nation's diet may, and any food that is intended to supply an important part of a meal or the diet shall, be required to comply with a minimum standard of nutritional quality. For other foods, a standard of nutritional quality may be optional.
5. No one type of food should be preferred over another as a nutritional carrier, and therefore fortification of any food should not be prohibited. The consumer should be free to select, in the marketplace, any fortified food of her choice, whether of completely natural or completely synthetic origin or some combination.

6. The Food Standard Commission recommended by this Panel should review any existing nutritional requirements and consider the addition of new nutritional requirements. The Commission should also appoint a Panel to consider possible general standards of nutritional quality applicable to broad classes of foods.

Recommendation No. 7

Objective.—The administrative procedure must be improved to insure the fair and meaningful participation of all interested parties in the establishment of regulatory requirements for new foods. Regulation by arbitrary fiat—regardless of whether the fiat is handed down by Government, industry, scientific organizations, or consumers—is unacceptable. Discussion among consumers, industry, the Government, and other interested groups must be utilized to develop proposals, resolve issues, and minimize the need for formal and protracted public hearings.

Background.—The issues involved in the establishment of food standards and regulations are of fundamental importance to the public health and welfare. Despite this, there is often little discussion among all interested parties in initial stages of Government consideration before proposal or promulgation of new regulations. Consumers are seldom even aware of these discussions or proceedings and only infrequently make their views known. Formal public hearings called to resolve issues are usually protracted and bitter adversary proceedings.

Recommendations:

1. Any person should have the right to petition the appropriate Government agency to request a standard or any other form of regulation or exemption for foods. The Secretary must, within 90 days, inform the petitioner of his decision as to the merit of the request. If he believes the request to be of merit, with or without modification, it will proceed as a published proposal for consideration. If he believes the request is without merit, he must publish a statement in the Federal Register giving the reasons for that conclusion. The petitioner should then have the right to pursue the request further by referring it to an independent committee comprised of representatives of industry, consumers, Government, and the academic world and chaired by an individual selected by the Administration for Nutritional Science and Technology. If the consensus of the committee is that the matter should not proceed further, it will end there. If the committee concludes that the matter has sufficient merit to proceed to a public hearing, such a hearing must then be held.
2. When the Secretary of Health, Education, and Welfare wishes to propose a regulation on his own initiative or on the initiative of a petitioner, he should first consult with the Administration for Nutrition Science and Technology recommended by this Panel, and other interested persons.
3. The proposed consumer register to be published by the Office of Consumer Affairs should be utilized to inform consumers of discussions about proposed regulations, published proposals for regulations, and formal public hearings, in a way meaningful to them. Consumers should be encouraged to participate at all levels of discussions and proceedings. The Office of Consumer Affairs should both participate in such discussions on behalf of consumers and encourage other consumer representatives to participate.
4. The Secretary of Health, Education, and Welfare should immediately institute a policy of undertaking discussions with interested persons on proposed regulations. The President should promptly propose legislation to the extent necessary to implement these recommendations.

Recommendation No. 8

Objective.—All Government regulations with respect to new foods must have uniform applicability throughout the Nation and must be enforceable by Federal, State and local officials.

Background.—Under present Federal, State and local law, different and often inconsistent regulatory requirements for the sanitation, labeling and marketing of new foods prevail throughout the Nation. These inconsistent and different requirements result in artificial trade barriers that impede the orderly marketing of foods, hinder sound nutrition, raise the cost of new foods to consumers, and directly interfere with the public interest. Other restrictive laws and regulations have hindered the development of new foods regardless of higher nutritional value and lower cost to consumers. Some of these laws also have had the unexpected effect of preventing the adaptation of traditional foods to modern food technology and nutritional needs. This situation cannot be justified on public health grounds, and reflects the lack of any attempt to establish and maintain a national policy on foods that reflects the interests of consumers.

Recommendations:

1. Every food should be permitted in the marketplace if the food is truthfully labeled, safe for consumption, prepared under sanitary conditions, and nutritious.
2. A single code of regulatory requirements and standards should prevail which, upon petition by any person, would be open to amendment for sound reason.
3. Restrictive laws and regulations such as the Filled Milk Act, the regulations classifying filled milk as class I under Federal milk orders, the Filled Cheese Act, the Butter Act, the Adulterated Butter Act, and the Dry Milk Solids Act, should be repealed immediately in order to permit all foods to compete in the marketplace on the basis of their overall properties.
4. A comprehensive policy guide covering food ingredients and food products should be made available by the Federal Government to all State and local governments and to the public within 1 year after this report is presented to the President, with the request that the same policy be adopted throughout the Nation. This policy guide should be prepared in cooperation with representatives of consumers, industry, State and local government officials, and the Association of Food and Drug Officials of the United States. Close liaison should be established with State and local government officials to achieve the objective uniformity, and yearly reports should be made on progress. Assistance of State and local officials should be obtained to enforce National policies. The President should promptly propose legislation to assure uniformity of all requirements regulating new foods throughout the Nation, to authorize State and local officials to enforce Federal laws and regulations, to provide manpower and training incentives to State and local jurisdictions for this purpose, and to repeal restrictive laws.

Recommendation No. 9

Objectives.—There must be an independent Federal agency which will devote its primary attention to national nutrition food policy and problems.

Background.—There is presently no separate and independent scientific organization within the Federal Government devoting its primary attention to national nutritional policy and problems. Although there is detailed scientific investigation and knowledge about the exact nutritional requirements of animals, there is incomplete knowledge of this type available for humans. Regulatory agencies are concerned primarily with enforcing the law and are neither intended nor equipped to undertake broad investigations of this type or to determine and enunciate national nutritional policy. Regulatory requirements therefore may not reflect broad nutritional goals, and as nutritional knowledge increases, regulatory requirements may not keep abreast of current developments.

Some results of this lack of a single Federal focus for nutrition policy and leadership are hunger, malnutrition, and the existence of laws and regulations that impede industry's ability to make the benefits of modern food technology promptly available to consumers. A new Federal agency, at a level directly under an assistant secretary, and with the authority to take action, to make policy, and to conduct research, should be established.

Based upon past performance, there are compelling reasons for the consideration of positioning this administration in either the Department of Agriculture or in the Department of Health, Education, and Welfare. Because of the health-related and surveillance activities of the latter, however, the panel is persuaded that this administration for nutrition science and technology should be assigned to the Department of Health, Education, and Welfare. In order for the administration to carry out the action role the panel envisions, it is necessary that it emphasize a concept borrowed from modern technology—that food be treated as a nutritional system. Regardless of which department is given responsibility for this new administration, it is anticipated that the other department would work in close coordination with the administration.

Recommendations:

1. A separate administration for nutrition science and technology should be established, logically within the Department of Health, Education, and Welfare to:
   - (*a*) Maintain surveillance of the nutrition status of the Nation and methods being used to eliminate hunger and malnutrition;
   - (*b*) Develop new approaches to the eradication of hunger and malnutrition wherever it occurs in the United States;
   - (*c*) Develop and review broad national nutrition policy and purpose laws and regulations consistent with the national nutritional health and food goals;
   - (*d*) Consult with Federal regulatory agencies to develop and implement national nutrition policies;
   - (*e*) Encourage and accelerate the development of new foods designed to improve the nutrition status of the Nation;
   - (*f*) Coordinate knowledge and carry out research on the development of food science and technology relating to nutrition;
   - (*g*) Promote widespread nutritional knowledge and demonstrate, through Government purchases, sound nutrition practices;
   - (*h*) Conduct and encourage others to engage in basic and applied nutrition research.
2. The administration for nutrition science and technology should be properly funded to be able to deal effectively with hunger and malnutrition in the Nation.
3. The Secretary of Health, Education, and Welfare should establish an administration for nutrition science and technology with the responsibilities outlined in the above recommendations within 6 months after this report is presented to the President. The President should promptly propose new funding legislation to the extent necessary to implement these recommendations.

Recommendation No. 10

Objective.—Federal inspection methods for all food products must be improved and made less costly to consumers by the use of more effective and efficient quality control and inspection techniques to assure the wholesomeness of these products.

Background.—The consumer is entitled to wholesome food products. The policy of continuous inspection, used under the Federal Meat Inspection Act and the Federal Poultry Products Inspection Act, was established at a time when this was the only means available to assure the wholesomeness of meat and poultry products. Continuous inspection of this type is extraordinarily costly. The expense is borne by the consumer in the form of higher taxes and higher meat and poultry prices. Although continuous inspection is still merited for ante mortem and post mortem inspection of fresh meat and poultry, modern methods of inspection, already in use for other foods, are now available to replace this method of inspection for plants making food products derived from or utilizing inspected meat with the same or greater degree of confidence that the end product will be wholesome. Use of modern methods for all foods will drastically reduce the cost to consumers and improve the wholesomeness of the Nation's food supply.

Recommendations:

1. Continuous antemortem and postmortem inspection of fresh meat and poultry carcasses should be maintained and improved.
2. Continuous inspection of plants making food products derived from or utilizing inspected meat and poultry products should be replaced by modern inspection and quality control techniques, including statistical sampling, in orderly and deliberate steps consistent with protection of the public health. Information currently available on quality control and inspection in other industries, and as applied to other food products that are often manufactured in the same plants, should be brought to bear on the virtually identical problems with respect to processed and fabricated meat and poultry products. Further research should be conducted to improve quality control and inspection procedures for all foods. Inconsistencies between the quality control and inspection of processed and fabricated

meat and poultry products, and of all other foods, should be eliminated as soon as practicable. Particular attention should be paid by both industry and Government to adequate testing and standards for microbiological, bacterial, pesticide, or any other form of product contamination.

3. There should be neither an overlapping of Federal inspection activities nor any gap between them.
4. The Secretaries of Agriculture and of Health, Education, and Welfare should appoint an advisory committee, including representatives of Government, consumers, industry, and the academic world, to study and make recommendations on improvements in quality control and inspection procedures for food, including the use of modern methods and procedures to replace continuous factory inspection, on eliminating inconsistencies in current Federal food inspection practices and policies, on eliminating overlapping inspection or gaps in inspection, and on further appropriate research. Within 9 months after this report is submitted to the President, the advisory committee should make its initial recommendations on these matters. After review, appropriate changes in the present practices and procedures should be proposed in the Federal Register. The advisory committee should thereafter continue to make recommendations on these matters, on at least a yearly basis, and to review the effectiveness of the changes made.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL III–2: New Foods

Attention must be given to preventing nutrition supplementation and labeling from becoming competitive forces in the marketplace in such a way as to raise food prices, limit consumer choices, and result in excessive supplementation.

Nutrient limits should be established by scientific experts outside the industry, such as the Food and Nutrition Board of the National Academy of Sciences. Fortification should not be used as an excuse to escalate food prices since the actual cost of fortification is infinitesimal.

We agree that a single regulatory agency for food should be created, consumer oriented and lodged in the Department of Health, Education, and Welfare.

The Panel on New Foods recommended an immediate program of fortification of at least basic foods that are commonly used. Mrs. Virginia Knauer, Chairman of the President's Committee on Consumer Interests, informally indicated support of such a program pending final report of the Conference. This suggestion originated in the Consumer Task Force, and we strongly endorse it.

Six basic foods which we suggest for fortification are: bread, protein-fortified teething biscuits, flour and cornmeal, rice, two fortified processed meat products, and citrus and soft drinks.

Additional Comment of the Consumer Task Force

In the final report there is not a harmonizing of the economic safeguards presently in the laws with the recommendations aimed at facilitating innovations in food products.

Although it was stated that it was not the intention of the panel to delete from the law the current food standard protections, the final recommendations pertaining to "Standards of Characterization" are drawn too loosely. The final wording dealing with standards does not sufficiently reflect consumer input and does not appear to be well thought through. The permissive stance regarding the floors on mandatory "characterizing" ingredients, coupled with the recommended permission to add virtually any low-cost, exotic optional ingredient, could well be an economic detriment to the consumer.

Similarly, the sections dealing with the statement of identity for foods do not come to grips with the problem of foods which, through their appearance or other characteristics, simulate traditional foods. Here, too, the panel obviously has legislation in mind, legislation which should not be approached until all ramifications of this proposal have been better explored.

Implicit in the recommendation of the panel is the premise that nutritional improvement and supplementation of foods, so needed by low-income groups, can only be accomplished by major legislative surgery. Not explored at all was the suggestion from consumer representatives that the panel consider the device, presently recognized in FDA regulations, of immediate permits to deviate from standards so that nutritional improvements not be dependent upon legislative overhaul.

In summary, I would not want the record to suggest that the recommendations of this panel are in full accord with the views of consumers and representatives of consumer organizations expressed during the Conference. I find, after consultation, that other consumer spokesmen concur in these views.

Robert J. McEwen, S.J.,
Chairman, Consumer Task Force.

PANEL III-3: Food Safety

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REPORT OF PANEL III-3

INTRODUCTION

The rapid rise in our population, its urbanization and dependence on processed foods, the increased technology of food production, the expanding development and consumption of complex factory-produced foods, and the creation of new foods all tend to further the need for the usage of food additives and agricultural chemicals. These trends will accelerate in the future. Recognition must be given to the need for technological advances that will guarantee the availability and reliability of our food supply. Nevertheless such recognition must carry with it the acceptance of the fundamental proposition that the well-being and health of the individual consumer is paramount.

There have been long-standing efforts on the part of governmental and other agenices to act to assure the safety of our food supply. Surveillance and testing throughout the stages of food production, storage, and packaging have increased in scope and complexity. Industry and government have responded to the challenge with commendable effort.

The establishment of a high level of nutrition for all of our people requires the recognition of the complex nature of this task. It is necessary to supply everyone with adequate amounts of food. It is equally necessary that this food be nutritious and safe. Furthermore, an increasing population requires an expanding food supply.

It is obvious that the nature of these problems is so complex and the impact of their solution so grave in terms of human welfare that chances for error must be reduced to a minimum. It has been demonstrated many times: that the expenditure of relatively little funds on research may result in enormous benefits in the availability of foods, and the safety and nutritive value of our diets.

The need for such research in the area of food safety is especially important at this time. Hence, there is no contradiction in feeding people and supporting research. Each is an inseparable part of assuring a healthy and well-fed populace.

Inasmuch as the consumer is the primary consideration in deliberations on the safety and adequacy of the food supply, the consumer must be represented on panels convened to examine these problems.

It is clear that susceptibility to food components and additives may be influenced significantly by the physiological state of the individual. It is essential, therefore, that testing procedures for evaluation of safety take this fact into consideration by including, insofar as is possible, the effects of pregnancy, lactation, immaturity, growth, old age, and various disease states.

To insure that the increasing complexity of consumer safety is studied and understood, and protection achieved, the Panel agrees on the objectives and recommendations that follow.

Introduction of New Chemicals

The ever-widening technological revolution has tremendously increased the number of new chemical materials offered for use in the food industry. Thus, it is advisable to develop guidelines for the determination of the acceptability of new chemicals for food use. These guidelines should be based on the concept that new additions to the chemical components of our food supply should have important reasons for their use.

Recommendation

In view of the fact that it is not possible to determine with absolute certainty the safety of the ever-increasing number of chemicals added to or present in our foods, and taking in account the possible interaction of these chemicals with each other or natural food constituents, no additional chemicals should be permitted in or on foods unless:

They have been shown with reasonable certainty to be safe on the basis of the best scientific procedures available for the evaluation of safety and meet one or more of the following criteria:

1. They have been shown by appropriate test to be significantly less toxic than food additives currently employed for the same purpose.
2. They significantly improve the quality or acceptability of the food.
3. Their use results in a significant increase in the food supply.
4. They improve the nutritive value of the food.
5. Their use results in a decrease in the cost of food to the consumer.

Review Procedure for Compounds in Use

The problems associated with the evaluation of safety of food additives are increasingly complex. There is a continual series of new studies of old compounds that are developing greater insight into their usefulness. There also is a constant search for new methods and techniques by which safety can be evaluated. The proper interpretation of these studies and the evaluation of new techniques demand the skills and talents of a large number of people with a broad range of abilities. Since such requirements cannot always be met by the resources of the Food and Drug Administration itself, the need for an extra-agency advisory group to provide independent assessment of these problems is evident.

Recommendation

Since review procedures for safety evaluation require reconsideration, and since the wide scope and complexity of the technological problems that the Food and Drug Administration faces today demand that greater use be made of outside independent advisory bodies, it is recommended that a statutory advisory group be established to provide the following services:

1. Review on an on-going basis (i.e. not only in times of crisis) all new scientific information and technical developments bearing on the

safety evaluation of all existing food or color additives and residues; make recommendations for action based on conclusions that may be drawn from time to time.

2. Maintain and expand current activities to carry out a constant overview of new procedures proposed for use in safety evaluation; assess the soundness of their scientific basis and the applicability of the results to conditions of human exposure; assist in the development of new procedures of this sort and their evaluation by coordinated cooperative studies.
3. Survey such weaknesses as exist in the present food additive situation, and thereby draw attention to those areas in which a need exists for new, safer, and more efficacious additives, to replace or supplement existing additives.

The advisory body or bodies for these purposes might best be set up under the auspices of the National Academy of Sciences National Research Council. Such bodies should include representatives of consumer groups.

Continuous Dietary and Epidemiological Surveys

One of the major problems involved in evaluating the effect of new chemical additions to the dietary environment is the lack of large-scale assessment of the existing chemical burden. This information is essential for the ultimate determination of the impact of new additions to the food supply. For example, what is the existing burden of compounds capable of affecting hemoglobin such as the nitrites? If this burden is high, due to the increasing consumption of smoked food products, should a new compound having similar biological effects be allowed even if its use is economically compelling? Thus to make this judgment, survey data are essential.

Similar argument can be made for the determination of the possibility of accumulation of additives in tissues. It is vital to know to what extent this occurs. A principal advantage of the use of such widespread surveys is the ultimate development of prospective surveys of the impact of the introduction of new major food chemicals into dietary environment.

Recommendation

To provide useful information in the evaluation of the total chemical burden and to allow a continuing evaluation of the safety of compounds under the conditions of use, it is recommended that:

1. The nationwide monitoring for pesticides and radionuclides be expanded to continuously monitor the microbiological and the chemical content of the nation's food supply; particular emphasis should be placed on components of limited tolerance. These efforts should be integrated with those in other countries to provide some concepts of the total world burden.
2. Continuous epidemiological surveys be initiated to provide information of the effect on health of chronic exposure to chemicals in food and water. These should include surveys to delineate the spectrum of trace substances stored in the body of man. Analysis of the data should take into account age, sex, ethnic group, socioeconomic status, region, nutritional status, dietary habit, and disease state.
3. These surveys be performed by the pertinent agencies within the U.S. Department of Health, Education, and Welfare.

Review of the GRAS List

It is essential that the chemical environment be controlled as completely as possible. Traditional or long-continued use of any additive can no longer be considered to be sufficient evidence of safety. Thus it is necessary that a continuing reevaluation be maintained of all compounds whose use in foods is relatively freely allowed. This reevaluation must be based upon objective investigation under controlled conditions. A mechanism must be provided by which these goals may be attained.

Recommendation

Since there is a need for better control of the chemical environment, it is recommended that the list of substances known as GRAS be systematically reviewed for safety in the light of new knowledge experience, new levels and new categories of food use.

Need for Human Studies

Since the entire population is likely to be exposed to any new food additive, prudence decrees that following appropriate animal tests, human exposure to the additive under controlled conditions should be essentially part of safety evaluation.

Recommendation

Limited human exposure to new food additives should be performed with the following purposes:

1. Provision of exposure to the compound in a limited number of human volunteers at levels to which the general population is likely to be exposed.
2. Comparison of the fate in the human body of the compound with that demonstrated in the animal species employed in toxicity investigations.

REGULATION OF NUTRIENT ADDITIONS TO FOODS

Adequate intake of all nutrients by all consumers is obviously desirable. The development of new food products and changing food habits raises the need for review of the established guidelines for the enrichment and fortification of foods generally. However, widespread and indiscriminate additions of some nutrients to a large variety of foods raises the possibility of excessive intakes of certain factors. Therefore, provision for control of addition of nutrients to avoid excess is essential.

Recommendation

1. Control of food enrichment and fortification should be accomplished by restriction to appropriate foods. The practice of fortification and enrichment should be promoted where needed but also carefully restricted to avoid hazard. To this end the Food and Nutrition Board of the National Academy of Sciences-National Research Council should review their policy on the addition of nutrients to foods.
2. Guidelines for additions of nutrients to foods must include maximum as well as minimum levels for foods. Furthermore, it should be the policy of the regulatory agencies to enforce adherence to the maximum as well as the minimum level. In setting maximum levels for individual foods an estimated total intake from all possible sources should be taken into account.
3. The Department of Health, Education, and Welfare should continuously monitor the intakes and assess cumulative levels of those nutrients that can be toxic in excess. This may be done as part of the studies discussed under recommendation on "Establishment of Continuous Dietary and Epidemiological Surveys."

REVISION OF THE DELANEY CLAUSE

Proper safety evaluation requires the exercise of scientific judgment of each case on its own merits. The Delaney clause contained in section 409 of the Federal Food, Drug, and Cosmetic Act restricts necessary flexibility on the part of responsible authorities in the pertinent scientific disciplines. Moreover, it places carcinogenicity in a special category as a manifestation of long-term hazard from the ingestion of foods.

Protection from potential hazards of foods and their components regardless of the nature of the hazard, can adequately be assured by resort to appropriate provisions in the act without relying upon the arbitrary and inflexible provisions of the Delaney clause as it now stands.

Furthermore, the automatic application of the principle contained in the Delaney clause may deny the American consumer the benefits of useful and safe food substances, including those that occur naturally.

Recommendation

1. The Panel recommends a revision, not repeal, of the Delaney clause to provide a more scientific and rational judgment in assuring the safety of foods.
2. We recommend that the Secretary of Health, Education, and Welfare request the appointment of an expert committee of the National Academy of Sciences to review the Delaney clause of the food additives amendment and review the current state of relevant, scientific knowledge with a view toward recommending such modification as they may deem advisable to permit the full exercise of informed scientific judgment in determining problems of food safety.

NATURAL TOXICANTS IN FOODS

A multitude of chemical substances, some known and many unknown, are normally present in natural products that constitute the diet of man. Many of these substances have recognized toxic properties. However, the foods containing them have been accepted as safe because long experience has shown that their consumption in reasonable quantities does not cause injury in normal healthy individuals. When certain foods are consumed in excessive quantities, or eaten by persons made susceptible by disease, malnutrition, inborn errors of metabolism, allergic sensitivities, or by the simultaneous intake of drugs or other chemicals, then the natural chemical components of such foods may exert toxic effects. The possibility of increased susceptibilities in infancy, old age and pregnancy should also be considered.

The long-term significance of these food components, even in the healthy population, is not fully understood. Long delayed harmful effects are difficult to relate to their specific causes. Also, since the natural chemical composition of food is incompletely known, further investigations in this area are urged.

The food scientist and the food industry should maintain an awareness of the natural food components that have toxic properties so that they may be taken into account in new processes and new products.

Recommendations

1. That there be an intensification of efforts to evaluate the role of natural toxicants in foods in the overall long term status of human health. Special attention should be given to the long-delayed effects of toxic substances that occur widely in foods at low concentrations.
2. That methods of processing or genetic selection be developed for the elimination or the reduction of the levels of toxic components of natural food products in cases where potential hazards exist.

Policy for Detection, Investigation, and Reporting of Food-Borne Diseases

All data reported on food-borne diseases used in estimating the incidence of these diseases by the National Communicable Disease Center are supplied on a voluntary basis by States and local communities. Reporting is erratic and our knowledge in this area is fragmentary and incomplete.

While a total program may not be essential, an appropriate reporting mechanism should be designed and given high priority. At best it will take several years to develop but it should be implemented within the next two years.

Recommendation

A long range national policy is recommended for the improved detection, investigation and reporting of food-borne disease. Not only do we need public awareness of the extent of food-borne ailments, but also a mechanism is essential to get the practicing physical and individual citizens to participate in the reporting system. A fiscal incentive obviously is needed so that States, cities and practicing physicians can and will participate in a uniform and satisfactory manner.

The reporting schema need to be begun as soon as possible and a high priority must be assigned to initiating its development. Within 5 to 7 years, a backlog of information should then accumulate that will reflect the status of the various food-borne illnesses. It is important that the National Communicable Disease Center, serving as the repository for data, be set up so that in the future, the information that is collated can be of most use. The cost of this activity is not known but at most, it would represent only a very small investment in terms of its value as an accurate barometer of the food situation.

Improvement of Laboratory Testing for Microbiological Safety of Foods

Evaluation of food safety requires examination of products by sophisticated laboratory procedures to detect disease-producing microorganisms toxins, and viruses that impose health hazards. Differences in methodology or laboratory practices tend to produce divergent results that cause confusion and destroy confidence in these criteria of food safety. The national goal is to assure the reliability of laboratory findings from all sources with respect to the safety of commercial food products. Accomplishment of the following recommendation would establish a basis for standards for foods:

Recommendation

It is recommended that where feasible industrial, governmental, university and other private laboratories continue and extend joint efforts to establish a quality-assurance program for examining foods to provide uniform reliable information on health hazards of biological origin. This needs to be an ongoing collaborative activity that is subjected to periodic review of a governing board. The Secretary of Health, Education and Welfare should immediately solicit the advice of the NAS–NRC Food Protection Committee to enlist the cooperation of public and private laboratories in attaining uniformity in the examination of foods.

It is recommended that tentative microbiological guidelines be set up for high-risk foods pending the development of official standards.

MORE EFFECTIVE SYSTEM OF FOOD PLANT INSPECTION

Additional legal authority and resources are urgently needed to expand and improve inspection of food plants.

Recommendations

1. That greatly increased appropriations be made to obtain a sufficient number of adequately trained personnel and supporting facilities to make plant inspections under existing laws.
2. That all plants which manufacture, prepare, propagate, process or repackage any foods be required to register biannually.
3. That food processors and distributors be required to report on a reasonably periodic basis cases of illness or other adverse effects allegedly attributable to any food or component thereof.
4. Where the necessary provisions for effective inspections are inadequate or nonexistent at the State and local level, such authority should be assumed by the appropriate Federal agencies.
5. That additional legislation be enacted to provide effective control of egg and fish processing operations.

NEED FOR NATIONAL FOOD SANITATION ACT

There are more than a half-million food service establishments in the United States. It is estimated than 60 percent are substandard. More than 38 billion meals are served annually from these establishments. Approximately a quarter of the food produced in the United States is served through such outlets.

While disease reporting is generally inadequate, reliable estimates indicate that from two to 10 million cases of food-borne illness occur each year in this country. Of the actual 345 outbreaks and 17,567 cases reported in 1968, 60 percent of the outbreaks and 75 percent of the cases originated in food service establishments. From this, it is readily apparent that food service sanitation is an extremely important area of consumer protection.

It is a widely accepted fact that the primary responsibility for the safety of foods served in these establishments lies with the State and local health departments since the problem is basically local in nature. However, the enormity of the job, the changing economic patterns of eating in this country, have created a need for stronger support from the Federal Government. This is provided through financial, technical and consultative assistance to assure the development and maintenance of effective State and local food service sanitation programs.

The Public Health Service Act of 1944 provides broad authority to assist States and localities and to carry out interstate quarantine activities, primarily directed at the control of communicable diseases. The law does not specifically mention food sanitation in relation to infectious disease control, nor does it consider the problems of nonliving disease-producing agents.

Under this act, the Public Health Service has nevertheless engaged in milk, shellfish, food service, and interstate transportation sanitation activities designed to assist other Federal agencies, States, local governments and industry with programs for the prevention and control of food-borne diseases. These activities are a necessary unifying force in the national food safety effort, but they are only vaguely identified responsibilities and receive very limited Federal support. Recently they have been transferred to the Food and Drug Administration and are being integrated with the regulatory activities authorized by the Food, Drug, and Cosmetic Act.

Future leadership for this national cooperative endeavor depends on recognition of the essential functions, as well as clear authority and direct support for their conduct by the Food and Drug Administration apart from its direct regulatory functions.

Recommendation

Passage of a National Food Sanitation Act that will authorize:

1. Surveillance over insanitary practices or conditions that may occur in the food supply at any stage from production to consumption.
2. Promulgation and adoption of uniform public health measures.
3. Technical assistance to strengthen State and local food sanitation programs.
4. An undergirding program of research to assess the safety of technological innovations, develop criteria of safety, and investigate means for prevention of potential health hazards.
5. Specialized training in food sanitation for personnel of the processing and serving industries, as well as governmental control officials.
6. Enforcement of sanitation regulations on interstate passenger carriers, interstate highways, and marinas on interstate waterways.

We consider enactment of this measure of the greatest urgency.

DEVELOPMENT OF FDA RESEARCH RESPONSIBILITIES

Since 1938 the Federal Food, Drug, and Cosmetics Act has developed through amendments, judicial decisions and administrative interpretations and regulations. The growth of the Food and Drug Administration to meet the increase in number and variety of its responsibilities has been extremely rapid in recent years. This has created problems of organization, management, communication and efficiency. These problems and a series of reorganizations have tended to create uncertainties, confusion, and misunderstanding among consumers and the regulated industries.

The assurance that the general public has with regard to the wholesomeness of its food supply, and the freedom from unfair competition, by those who would put inferior products into the market place, on which the ethical manufacturer may depend, is based largely on the Federal Food, Drug, and Cosmetic Act and the organization responsible for fulfilling its intent and purposes. It is imperative that the faith of the American consumer in the ability of FDA to carry out its mission be kept intact. It is imperative that the confidence of the regulated industry in the competence and integrity of FDA and its ability to function effectively, objectively, and sympathetically, be strengthened and maintained.

The essence of FDA's ability to fulfill its mission is firmly rooted and entirely dependent on the sciences. From its inception this has been a scientific organization. The nature of its responsibilities requires that it grow and develop in this capacity, that the problems it meets be dealt with by methods and tools of scientific research by those who have been trained in the scientific disciplines.

The long-range research concerned with the underlying phenomena of chemistry and biology is generally carried out in university laboratories and research institutes. However, the research problems that stem from the laws whose enforcement is the responsibility of FDA are often recognized only by FDA scientists and more often are of concern primarily only to them. These problems are often of a fundamental nature.

Past experience has taught that if FDA scientists do not address themselves to these problems, few if any others will. For example, the safety evaluation procedures that have served as prototypes for all the world have been products of FDA scientists. Enforcement of public health laws, such as the Federal Food, Drug, and Cosmetic Act, without intimate association in the same organization of related research activities, can only result in inadequate enforcement. Research activities essential to the solution of present and future enforcement problems will be sterile if separated organizationally from the enforcement activities to which they are related.

Like all organizations scientific institutions succeed only as they have inspired and effective leadership, and are capable of attracting and retaining well-trained and superior personnel. It is in the national interest that the stature of FDA as a scientific institution be increased and strengthened.

Recommendation

Congress should recognize the essential requirement for FDA to engage in basic and applied research programs relating to its responsibilities for insuring the safety and wholesomeness of foods by making this a mandatory function of the organization and providing the necessary manpower and other resources.

FOCAL POINT FOR HEALTH ASPECTS OF NUTRITION AND FOOD SCIENCE

A coherent Federal policy on nutrition and food science, as related to health, has been lacking because the safety, education, research, and other aspects of such policy are widely dispersed through Government agencies. Expansion and coordination of these activities are urgently needed.

Recommendation

A focal point should be established in the Department of Health, Education, and Welfare for formulation of national policies and coordination of programs on all aspects of nutrition and food science.

NEW FOODS

NEW APPROACHES TO SAFETY EVALUATION OF NEW FOODS

In a world in which protein-calorie malnutrition exists alongside massive technological advances, it is not surprising that a search for new and better sources of food for the expanding population will be a major enterprise in the years ahead. Changing patterns of food consumption in the United States, plus the development of nutritive substances from sources such as microbes, fish concentrates and leaf protein, require immediate attention.

Certainly the production of low cost, highly nutritious food would have great usefulness not only in emerging countries of the world, but in our own country as well. Furthermore, special foods designed to meet special circumstances of advanced technology, i.e., space flight, may be necessary. The Panel recognizes that most of what man eats today has been chosen by experience with trial and error, not by any carefully planned scientific method. However, modern methodology can and should establish safety guidelines for foods.

For the purposes of clarity of the following recommendations: A "new food" is defined as material for human oral consumption produced by the application of new processes (in the sense of new technology) applied to new or old ingredients or new ingregients treated by new or old processes. A "new process" is defined as any change in the processing of food which may significantly affect the safety or the nutritive value of that product. A "new ingredient" is defiined as a material which has not been previously consumed as a food for its nutrient value or which represents a significant change in an old ingredient by a manufacturing process.

The prime objective is to establish guidelines by which a new food can proceed through development steps necessary to reach the consumer market as a safe food from the toxicological point of view.

Recommendations

Each new food item as defined above should be cleared by the Food and Drug Administration according to the following chronological steps.

1. Assayed for gross chemical composition, expected impurities, and, where applicable, more specific characterization of nutrient components both in its natural state and in that form in which it will be consumed.
2. Meet requirements for microbiological safety as applied to conventional foods. In addition, cognizance must be given to the fact that different standards may be necessary to meet specific guidelines for animal toxicology studies to be established through a research program developed and coordinated by an expert committee.
3. Testing in animals at exaggerated dosage levels as are normally used for testing the safety of food additives cannot be applied to foodstuffs. Therefore, it is recommended that new and specific guidelines for animal toxicology studies be established through a research program developed and coordinated by an expert committee.
4. Controlled human exposure is a desirable component of any safety evaluation program.

The recommended steps for approval of a new food must be modulated depending upon the following considerations:

1. The extent of the projected use of the product.
2. The population group in which the product will be used, i.e. infants, adults, pregnant women, ethnic groups, etc.
3. Practical considerations of priority value to the consumer.
4. The use of background and pertinent information concerning similar foods or processes.

The implementation of the above modifying factors allows flexibility and should be monitored by experts in the specific field. The purpose of these recommendations is to encourage and not to inhibit the production of new foods. Statutory implementation of these recommendations should be studied.

CONSUMER INFORMATION

Introduction

Consumers have the inherent right to safe and nutritious foods which meet their specific individual needs and desires. This right cannot be assured unless the necessary information is available regarding the contents of foods and the safety of their components.

The objectives must be:

1. To facilitate the accumulation of information about food safety and quality.
2. To assure that the advertising and information policies of government and the food industry encourage dissemination of objective and impartial data.
3. To develop educational programs and methods for consumer feedback to Government and industry, whereby consumer needs and desires can exert greater influence on safety and quality of available foods. Achieving these objectives must be a major component of the national nutrition policy of the next decade.

Improving Food Labeling

The consumer relies upon labels attached to packaged foods as a prime source of information about the contents, nutritional value and safety of those foods. It benefits him little to possess the knowledge and understanding of his personal food needs and desires if pertinent information regarding the constituents or properties of foods is not contained in the labeling, so as to afford a rational basis for selection.

Recommendation

It is recommended that all foods should have listed on their labels their food components in descending order of concentration. Where deemed necessary by the Food and Drug Administration, food labels should also list the percentage of food components as an aid to consumer assessment of quality. The existence of definitions and standard of identity for any food should not exempt that food from all requirements for listing ingredients on the label, including such food additives as would be required on the label in the absence of a standard.

The labels of all foods, including foods for which a definition and standard of identity have been prescribed, should list the common or usual names of all ingredients including food additives and their functions, provided that, to the extent that compliance with this requirement as regards food additives are irrelevant, impractical, misleading, or may result in unfair competition, exemptions should be establishedby regulations promulgated by the Secretary, Health, Education, and Welfare. In the rare case where exception is deemed necessary, it should be arrived at by public procedure that assures consumer participation in that decision.

Food ingredients should be declared in terms of their sources such as "wheat protein-hydrolysate" rather than just "protein hydrolysate", "potato starch" rather than just "starch", and "peanut oil" rather than just "vegetable oil."

A feasibility study should be made by a broadly representative expert committee to be established by the Secretary of Health, Education, and Welfare of a uniform and easily understood system of dating and designating place of origin of those foods meriting such designation.

It is further recommended that present authority be invoked within the next 3 months to establish a practical and reasonable timetable for the full implementation of these policies.

Popular Reference on Food Safety

The public lacks understandable yet authoritative information about food safety and potential food toxicity. It is entitled to information about the food additives now in use, the foods in which they are used, the reasons for their use, the way decisions on their use and safety are reached, the degree of risk, the areas in which questions remain as to safety, and the steps being taken to correct those situations which are not completely satisfactory. Naturally occurring toxic substances in foods, microbiological hazards of foods, and methods by which these risks are being or should be lessened are also a matter of legitimate consumer concern.

Recommendation

It is recommended that a popular reference book on food safety be prepared. Appropriate governmental agencies and independent expert committees must join in preparation of this book in order to assure its acceptability as a work of scientific merit. There should also be participation by consumer representatives in order to assure coverage of all areas of concern.

Immediate steps should be taken to implement this recommendation, with the expectation of first publication within 2 years, and with provisions for periodic updating and revision, and for wide dissemination (including all public libraries) after printing.

COMPENDIUM OF FOOD COMPONENTS

Physicians, dieticians, nutrition educators, and related professional groups are seriously handicapped in providing detailed advice or services to consumers because detailed specific information about all aspects of the constituents (including additives) and nutritive value of individual foods (particularly of processed foods), is not and probably cannot be covered in labeling and is not generally available from the processor or distributor. There is need for a central repository for all such pertinent information.

Recommendation

It is recommended that the feasibility of compiling a compendium of all foods including individual brands or products be studied by the Food and Nutrition Board for the purpose of making available to consumers and other interested persons all information concerning the qualitative and quantitative contents relevant to safety and the nutritional value of such foods.

It is further recommended that the feasibility report be rendered by January 1, 1971.

INFORMATION ABOUT FOOD PURCHASED THROUGH RESTAURANTS AND OTHER SUCH VENDORS

It has been estimated that from 30 to 40 percent of the food consumed in this Nation is consumed away from home. The percentage is likely to increase. Furthermore, increasing amounts of precooked foods and entire meals prepared elsewhere are consumed at home. At this time there is little or no way for the consumer to obtain information about the components and quality of the foods purchased for his immediate consumption in restaurants or through similar vendors.

Recommendation

It is recommended, therefore, that a study be undertaken to assess the feasibility of making readily available to consumers information relevant to the components of food purchased in restaurants through other such food vendors so as to enable consumers to make safe selections based on their own needs.

TRADE SECRETS

Some important information with respect to the safety and composition of foods is presently treated as a trade secret and withheld from the public. Toxicological information supporting the safety of particular food additives, and quantitative formulations of processed food products are examples of information sometimes withheld from the public. This practice conflicts with the principle that the consumer has the right to know those facts concerning the contents, nutritional value, and safety of foods which will enable him to make informed judgments concerning use or purchase of food to meet his needs and desires.

The consumer should have assurance that his health is no way endangered by trade secrets.

Recommendation

That an expert committee investigate present practices involving trade secrets insofar as they bear upon potential hazards in food formulations and suggest modifications that it considers necessary in the public interest.

ADVERTISING OF FOODS

The highly competitive nature of food marketing and the use of mass advertising techniques increase the speed and extent of the dissemination of advertising claims concerning food. Since the consumer may base food selection on health and safety claims, it is important that no advertising claims about the health and safety of foods be misleading, deceptive, or convey misinformation. The consumer needs more effective guarantees that such claims made in advertisements for food are well founded.

In the case of radio and television, because of their pervasiveness, persuasiveness, and potential to influence mass audiences, extra safeguards are necessary. Possible safeguards that have been suggested have ranged from mere admonition by regulatory agencies and increased appropriations for regulatory agencies, to actual censorship. There are no easy solutions to this problem in our free enterprise system. However, this in no way minimizes the dimensions of the problem or the necessity of doing something about solving it.

Recommendation

It is recommended:

1. That all printed advertising, in which health and nutritional claims are made should contain information (comparable to label information) concerning the properties of foods as is necessary to fully inform purchasers as to the food's value and safety for such uses.
2. That the appropriate Federal agencies be authorized to review and comment on, but not approve, prior to broadcast, radio and television advertising involving health and nutrition claims for foods. The full authority of existing agencies should be invoked to implement this recommendation, and, if necessary, legislation giving additional regulatory authority should be sought.

Survey of Consumer Food Knowledge

Consumer desires and preferences, consumer knowledge with respect to the safety and nutritive value of foods, and consumer interpretation of statements made in labeling and advertising of foods, all are supposed to help determine Government and industry policies with respect to production, labeling, and advertising of foods. But accurate information as to what specific grops of the public know, understand, or desire, is not adequately available.

It is recommended that a program be setup by the Department of Health, Education, and Welfare to determine by scientifically controlled surveys, and by collection of information from other available sources, what the various segments of the population do, in fact, know, understand, and desire with regard to foods and nutrition.

The designation of a clearinghouse for the collection, evaluation, and dissemination of information currently available should be possible within 6 months. The design and execution of appropriate scientific surveys should be undertaken as soon as possible, preferably within 1 year, and on a high priority basis. Provision should be made from the beginning that this be a continuing program, to permit evaluation of the effectiveness of educational and regulatory programs as well as changes in consumer attitudes.

Consumer Education

Consumers also need a program that will help them to acquire, understand and apply the knowledge that is available about the safety of food.

Recommendation

It is recommended that, in all programs of education in foods and nutrition, safety considerations should receive added emphasis, particularly in the training of physicians, nurses, teachers, social workers, food distributors, other groups directly serving consumers, and the consumers themselves.

It is further recommended that education in the area of food safety include information about the steps—and limitations—in the present food distribution system. Consideration should be given to the problems and limitations of this system in terms of food safety and the procedures necessary to improve the food supply.

CONCURRING REPORT—PANEL III–3

Before presenting its recommendations in public session, the Panel modified certain of its recommendations, including three concerning food additives. In the opinion of this writer, the modifications on these three chemical additive recommendations significantly changed the meaning of those recommendations.

This belief was pointed out at the public sessions of the Panel. As the individual who raised this issue, I wish to state that it is my opinion that the Panel worked honestly, diligently and with integrity in an effort to protect the consuming public. However, it is my belief that the changes on the three food additive recommendations could be interpreted to significantly change the original recommendations of the Panel.

In its final session discussing these recommendations, the consensus of the Panel was that the word changes in the three chemical additive recommendations did not in fact change the sense of concern that the Panel wishes to communicate to the President and the country.

The Panel has made clear its belief that "it is essential that the chemical environment be controlled as completely as possible."

It is my understanding that the Panel's recommendation on the Delaney clause, asking for scientific review of that clause, does not suggest that the Delaney clause be repealed; but in fact, suggests that a more scientific and rational way of dealing with certain disease hazards be devised. I do not understand this recommendation to be opposed to the concept that certain health hazards may require more direct legal action than other health hazards.

In its recommendation on the GRAS list, the Panel deleted the following two parts of its recommendation:

1. The concept of GRAS should be modified to restrict the use of such compounds to those food classes in which GRAS status was originally established. Approval by FDA should be required for use of new food classes or new applications.
2. Only those substances should be included on the GRAS list that are added to the food supply in toxicologically insignificant amounts, or in cases where levels of use are greater—those whose safety is assured. The Panel also modified the recommendation strengthening other language and changing it to read:

   "It is recommended that the list of substances known as GRAS be systematically reviewed for safety in the light of new knowledge, experience, *and new food classes and levels of use.*" (Italics indicate addition.)

It was the consensus of the Panel that the recommendation, as rewritten, embodies the essence of the deleted language contained in 1 and 2 above.

In its recommendation on the introduction of new chemicals, the Panel changed the following requirement for the addition of food chemicals from being mandatory to being optional.

> "No additional chemicals should be permitted in our food unless it has been shown that there is significantly less hazard in their use than with food or color additives currently employed for the same purpose."

It is the consensus of the Panel that this change is in no way an influence on the Panel's strong statement, that "no additional chemicals should be permitted in or on our foods unless they have been shown with reasonable certainty to be safe on the basis of the best scientific procedures available for the evaluation of safety."

Nor is this change meant to undermine the Panel's position that there must be a positive use, as outlined in its recommendation, for a food additive before it is placed in or on the food supply. These recommendations of the Panel take a strong step toward placing the chemical environment under complete and effective control and I concur in them heartily.

JAMES TURNER, *Panel Member*

COMMENTS OF THE CONSUMER TASK FORCE

PANEL III-3: Food Safety

We suggest the need for consumer input in the implementation of all recommendations of this panel.

Introduction of new chemicals.—We support the original draft recommendation. We do not approve the restructuring of the recommendation in a way which effectively downgrades the importance of reducing hazards.

Dietary and epidemiological surveys.—We feel that monitoring should include testing of individual foods as well as aggregate surveys (as currently done).

GRAS list.—Any GRAS list review should aim toward giving consumers greater and more realistic protection (see concurring report of James Turner).

Need for human studies.—New food additives referred to in this section should have met the safety requirements outlined under recommendations for the "Introduction of New Chemicals" made by this Panel above.

In point 1, levels should be the maximum to which the general population is likely to be exposed. Many individual consumers need greater protection than the average.

Regulation of nutrient additions to foods.—We feel it is important to regulate fortification in the interests of the consumer. We would like the language of the first recommendation to indicate that control of fortification and enrichment may be better insured through the medium of the standard of identity.

Revision of the Delaney clause.—We agree that the Delaney clause as it now stands presents difficulties in effectively insuring the safety of food additives. We feel that study by a committee of scientists chosen to represent all points of view on this subject must precede any recommendations for revision. We suggest—

1. Exclude additives that cause significant disease or disability in humans.
2. Exclude additives that cause disease in suitably chosen animals following suitable test protocols (including appropriate safety factors) until such time as they can be shown unequivocally not to cause disease or affect the health or safety of humans—not only normal adults but high-risk people such as infants, pregnant women, the elderly, and so forth.
3. If there is any doubt about the safety of an additive, permission for its use should be refused.
4. The Delaney clause should not be repealed until a better law can be enacted (see concurring report of James Turner).

Guidelines for the safety evaluation of new foods.—The word "cleared" (first line under "Recommendations") should be clarified to indicate "precleared" before marketing.

Improved food labeling.—We recommend the addition of the following points:

1. That all ingredients in food be listed in the percentages of which they occur.
2. That effective ways be devised to present essential nutritional information.
3. That all the above information (1, 2) should be prominent in food industry advertising.
4. Date coding should be mandatory for all foods whose safety would be affected by age and/or storage conditions.
5. The adoption by Federal regulation of the frozen-food code of the Association of Food & Drug Officials of the United States. Additionally, the Federal Government should develop or encourage the development of a low-cost indicator that integrates the time-temperature of storage.

Consumer education.—We should like to add the suggestion that the FDA be required to mount an extensive, popular program of consumer information on all aspects of food safety, using public service TV and radio time, and all other appropriate media.

PANEL III–4: Food Quality: Guidelines and Suggested Administrative Structure

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REPORT OF PANEL III–4

INTRODUCTORY STATEMENT

Food quality is determined by three criteria: nutritional quality, wholesomeness, and acceptability. Failure to meet any one of these will yield a product of inferior or unacceptable quality.

For a food product to have acceptable nutritional quality, it must be capable of providing those nutrients normally associated with its food group when consumed by a given human population of known dietary habits. For example, acceptable nutritional quality of a specific food may be sufficient for one consuming group and not for another depending upon the defined population or the manner in which the food is consumed in its normal diet.

Food safety assures the consumer, beyond a reasonable doubt, that foods offered to the public are free of all materials having deleterious effects upon health.

Acceptability encompasses all of those attributes for foods, both tangible and intangible, that motivate an individual to choose a food that contributes the sensation of enjoyment during consumption. Some of these attributes are appearance, flavor, texture, relation to ethnic background, and various esthetic factors such as minimal animal or insect infestation.

Quality, thus defined, should be available without requiring employment by the consumer of technical knowledge of nutrition or elaborate facilities for home preparation.

Recommendation No. 1: STANDARDS OF NUTRITIONAL QUALITY

The mounting importance of factory-formulated foods, snack foods, and others differing from traditional patterns causes the previous experience and education of many or even most consumers to be unreliable in the selection of a properly nutritious diet. The processor, in turn, has no authoritative guidance in the design of nutritionally sound new products because there is no framework of national policy into which he should fit.

We recommend: That an interdepartmental commission be appointed with a chairman designated by the Secretary of Health, Education, and Welfare and representatives not only of affected Government departments but also of consumers, industry, and academic institutions to review existing nutritional requirements and consider the addition of new nutritional requirements. The commission should appoint panels to develop general standards of nutritional quality applicable to broad classes of foods in accordance with the following recommendations:

1. That a standard of nutritional quality for a food or class of foods specify a minimum and maximum value for nutritional properties of significance to consumers in accordance with use of the product in the daily diet. Such nutritional properties include vitamins, minerals, proteins, fats and fatty acids, sodium, and calories.
2. That no safe ingredient be excluded from a new food on the basis of unproved nutritional usefulness but specific claims of usefulness must be supported by sound scientific evidence.
3. That special products high in nutrients be permitted and encouraged for special purposes for the elderly, for the sick, for school children and for disadvantaged families at high risk nutritionally.
4. That the consumer be free to select in the market place any fortified food of his or her choice, whether natural or a synthetic in origin, with no limitation on foods regarded as nutrient carriers.
5. That new foods of substantial importance in the diet be required to comply with a minimum standard of nutritional quality. For other new foods a standard of nutritional quality may be optional.
6. That consideration be given to establishing maximum fat levels for foods high in invisible fat and to permitting optional replacement of saturated fats with polyunsaturated fats in much food.

Recommendation No. 2: INFORMATIVE LABELING OF FOODS

There are three reasons for uniform informative labeling of all processed foods:

1. To identify the product and tell the consumer how to use it effectively.
2. To inform the consumer of ingredients or properties which may be of significance in terms of particular nutritional or health needs.
3. To permit the food processor to advertise his product to the public in a competitive market.

We recommend: That labeling of all foods conform to the following:

1. The allowance of numerical ranges for expressing nutrient content of food (consistent with good manufacturing practice).
2. The extension of factory inspection of food establishments to quality control records needed for verification of composition and nutritional claims for a specific new food.
3. And that, regulatory agencies scrutinize nutritional claims for foods for truthfulness with prompt and strict enforcement action against misleading claims.

Recommendation No. 3: MANDATORY FORTIFICATION

Although States require fortification of some foods, usually bread, flour, or milk, there are no current Federal regulations covering mandatory enrichment. Certain basic foods, including new foods as they become important, should be carefully selected to be appropriate vehicles for added nutrients to promote better nutrition of all segments of the population, and with full regard for the safety conditions involved.

We recommend: That mandatory fortification, either to the original nutrient content or above, where appropriate, be established for certain basic foods.

Recommendation No. 4: GRADING STANDARDS

Grading standards as they now exist are largely in terms of physical factors. Nutritive content has not played an important role. There is also a lack of uniformity in nomenclature that results in confusion.

We recommend:

1. That for those foods for which grades are appropriate, the grading standards be adopted to give consideration where feasible to the nutritive content; and that designations be standardized so that a simple system is used and is consistent for all types of food for which grades are appropriate.
2. That grading standards be evaluated periodically to determine that they continue to aid the consumer in understanding food quality.
3. That grade standards for beef and lamb be designed to encourage the breeding and feeding of animals that produce high quality meat with a low ratio of fat to lean meat; and that consideration be given to the possibility of setting meaningful grades for pork.
4. That a Federal Interdepartmental Committee on Consumer Grades and Standards be established and that its deliberations be made part of the public record.
5. That a single code of regulatory requirements pertaining to grading standards prevail in all jurisdictions; Federal, State, and municipal.

Recommendation No. 5: HANDLING AND STORAGE

The complexity of the food distribution system, the increasing reliance on processed foods, in general, and the increasing role of frozen processed foods, in particular, have all accentuated the problems of deterioration of foods during handling and storage. It is therefore desirable to encourage the highest possible level of handling practices to insure the economical delivery to the consumer of foods that have not deteriorated from mishandling or age.

We recommend: That a research program be supported to investigate the changes in nutritive value and acceptability of foods caused by abuse in handling and length of storage.

Recommendation No. 6: FOOD INSPECTION

Some of the techniques now used in food inspection are cumbersome and expensive. Experience with statistical application to insure that the product at various stages of processing or distribution meets a specified standard of quality, has demonstrated the practicality of such approaches to food inspection.

We recommend:

1. That the present practice of ante- and postmortem continuous inspection of livestock to detect disease or unwholesome conditions be continued; and that in subsequent stages of meat processing there be a maximum use of statistical methods and similar techniques that would improve the overall efficiency of the inspection procedures.
2. That as new standards for food are established, the surveillance of such standards be accomplished to the extent possible by statistical methods.
3. Fish and seafood processing should be under continuous surveillance for compliance with good manufacturing practices. Furthermore, increased reliance should be placed on statistical methods of sampling and analytical evaluations.

Recommendation No. 7: INCORPORATION OF ACCEPTABILITY IN FOOD QUALITY STANDARDS

While acceptability forms the criteria for the delivery system for food and nutrition, the various criteria constituting the system are almost impossible to define in enforceable terminology for establishment of quality standards.

We recommend:

1. That the Government support, through administered grants by the Department of Health, Education, and Welfare, research on factors that influence the acceptability (flavor, texture, etc.) of food, with emphasis on quality (including nutritional value) of food as affected by food production, harvesting, processing, and delivery practices to develop objective methods for defining those criteria that correlate with quality.
2. That to assure adequate nutrition to poverty groups, the Government, with appropriate advice of representatives from the food industry and consumers, sponsor market research aimed at defining desirable accepta-

bility characteristics in selected low-cost foods of nutritional significance and of high acceptability in economic hardship areas.

Recommendation No. 8: MATTERS NOW BEING STUDIED BY APPROPRIATE EXPERT SCIENTIFIC COMMITTEES

This Panel has stated elsewhere the essential and closely interrelated roles of acceptability, safety, and good nutrition. We believe that evaluation of the safety of all ingredients, including those affecting acceptability, should properly be left to the judgment of appropriately qualified experts who have access to all relevant information.

We recommend:

That since such an advisory committee is being designated through the National Academy of Sciences, to consider possible problems in the use of modified starches, salt, and MSG, this Conference take no position on matters now officially placed before a more appropriately based, specifically qualified group. We think it appropriate to suggest that the meetings and conclusions of the group should be open to the public.

NOTE.—This recommendation was approved with one vote dissenting.

MINORITY REPORT

As a member of Panel III–4, I wish to submit the minority report regarding the deletion of labeling of foods provisions which initially appeared in our report but which was subsequently deleted. May I indicate that the following initial summary of the Panel's views continues to represent my own views and that of some other members (namely, that of Mr. Harrison Wellford). I hope that the White House Conference on Nutrition will have a strong statement on labeling foods in regard to chemical composition and will provide some background and recommendation as follows:

INFORMATIVE LABELING OF FOODS WITH REGARD TO CHEMICAL COMPOSITION

There are three reasons for the uniform labeling of all processed foods:

1. The freedom of the food processor to advertise his product to the public in a competitive market.
2. The protection of the consumer from harmful and unnecessary components of food which contain substances he may not wish to ingest.
3. To allow the millions of Americans suffering from various nutritional disorders, or who wish to prevent nutritional disorders, to make appropriate selection of processed foods as befits their particular health needs. Such nutritional disorders include diabetes, high blood pressure, coronary heart attacks, strokes, obesity and deficiency disorders (protein, vitamins, and minerals).

It is recommended: That labels must contain information about any food additive that has health implications; further that information about the major nutritional contents of processed foods be provided to the consumer at the discretion of the producer and not be prevented by regulatory agencies unless contrary to the truth.

These provisions should be carried out by the appropriate subagency of the Food and Drug Administration.

LABELING OF FAT AND CHOLESTEROL CONTENT OF FOODS

Background.—"Fats and oils are predominately trifatty acid esters of glycerine commonly called triglycerides." They are commonly referred to as fats if in a solid or semisolid state, and oils if liquid.

They constitute an important part of the human diet, providing a concentrated source of energy and are the body's principal means of storing energy. Certain vitamins can be utilized by the body only when in a fat solution, and many of the flavors of foods are carried by the fats. Fats and oils may also be categorized on the basis of fatty acid composition. The three classes of fats are: saturated fatty acids (largely palmitic and stearic acids) or the hard fats, monounsaturated fatty acids (oleic acids), and polyunsaturated fatty acids (i.e., linoleic acid). Hydrogenated fat (margarines and shortenings) may also contain fatty acid isomers, (i.e., the transfatty acids). Cholesterol is a 27 carbon sterol found in foods of animal origin and accompanies animal fats.

On the average, Americans ingest about 100-pounds of fat per capita per year, and this makes up about 35 to 40 percent of the total calories consumed. Active people or growing youth need a high caloric intake and can utilize this magnitude of fats. There is, however, increasing evidence that for many consumers, particularly those in sedentary employment, or those subject to obesity or coronary heart disease, this proportion of fat in the diet may be excessive. It has been suggested that this high consumption rate may be due in part to a lack of knowledge that there is a high level of fat in the normal diet. It is significant, however, that the proportion of the socalled invisible fats (those contained in milk, meat, etc.) has declined over the years while the proportion of the visible fats (butter, shortening, salad oils, etc.) has increased.

Objective.—Safe, wholesome food items should not be hedged in by Government regulation to the point where consumer choice is unduly restricted. Excessive regulation is costly to both industry and the Government and it tends to stifle changes which could be beneficial to the consumer both in cost and in range of choice.

The objectives of food regulation should be to:

(*a*) Permit a wide variety of consumer foods which are safe and wholesome.

(*b*) Provide the consumer with the necessary information about the nutritive makeup of the foods so that rational choices can be exercised.

(*c*) Accomplish effective and economical surveillance of the regulatory provisions.

Because a significant proportion of the food supply is consumed in or at public eating places where labels are not available, and because enforcement is facilitated by the setting of a maximum standard, it would appear that the above objectives can be best attained by the Government allowing the food processor to label his product with the kind and amount of fat and with the cholesterol content.

It is recommended:

That the Government set standards of maximum fat levels for all high fat level foods where such standards are applicable (mainly processed foods).

That processors who desire to produce foods with a lower fat level be given the option of stating the fat level on the label.

That processors who desire to label their their products with the fat content, the fatty acid composition, and cholesterol content have the option of so stating this information.

WILLIAM E. CONNOR, M.D.,
Member, Panel III-4.

SECTION 4

Nutrition Teaching and Nutrition Education

PANEL IV–1: Nutrition Teaching in Elementary and High Schools

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REPORT OF PANEL IV–1

This report recognizes both the urgency for immediate action to eliminate hunger and the need for a long-range program in nutrition education.

The objective of nutrition education is to promote optimum health through food and thus contribute to an individual's potential for achieving his life's goals. Sound nutrition education should enable each individual, throughout his life, to make wise decisions about his food choices. Every person should have sufficient economic resources so that these choices can be made without compromising social values, family tradition or cultural preferences. The national emergency relating to hunger and malnutrition means that special attention must be given immediately to reaching children of all ethnic and economic backgrounds.

A dynamic nutrition education program that begins in early childhood and continues through the elementary and secondary schools can help young children to acquire positive attitudes toward food. Also it can help older children to assume responsibility for their own food selection and prepare them for adult and parental responsibility. As future citizens in a democracy, children must develop acceptable nutritional practices and a sense of social consciousness to enable them to participate intelligently in the adoption of public policy affecting the nutrition of people.

Nutrition education in the schools can be effectively integrated into many curriculum areas, or nutrition can be taught separately. School nutrition programs should be extended to include parents and other adults. Learning opportunities should be designed to accommodate to individual differences arising from cultural, economic, personal and family conditions. By applying the best of what is known about how people learn, by utilizing new educational techniques, by taking advantage of school feeding services as a laboratory for classroom experiences, by using new resources, by transmitting a feeling of excitement about the world of food, nutrition education programs that are dramatic and vital can be developed in the schools.

Recommendation No. 1: Operation Followup—Now!

We recommend:

1. That the urgency of the hunger emergency be communicated to chief State school officers, county and local school administrators, school boards, parent-teacher associations and other community groups by organizations represented in this White House Conference and/or by State nutrition councils and other group and youth organizations concerned with nutrition and health.
2. That all programs to eliminate hunger and malnutrition—both in and out of school—be reinforced with nutrition education programs so that individual food choices will provide optimal nutritional health now and in the future.

Recommendation No. 2: School Food Services

To make sure that no schoolchild will be hungry and the goal of eliminating malnutrition will be reached, it is imperative that nutritious food be made available at once to all schoolchildren by expanding school food services.

Children are helped to develop good food habits by receiving needed nutrients in the school setting from a variety of foods acceptable to all cultural groups represented in the schools, and planned, prepared, and served in accordance with scientific and aesthetic principles.

In addition, school food services can function as laboratories for applying nutrition principles taught in classrooms. Nutrition teaching is fostered when inschool feeding is available.

We recommend:

1. That lunch and breakfast to insure good nutrition be provided when needed to all schoolchildren including those in prekindergarten and day care.
2. That the administration of food service be a responsibility of school authorities. Regardless of where or by whom food used in school feeding is prepared, school authorities must set standards of sanitation, nutrition and costing, and provide a comfortable, pleasant place for eating, and allow time for good eating behavior and social interaction.
3. That all levels—Federal, State and local—direction, supervision and monitoring of food service must be provided through personnel trained in nutrition and food management. Continuous inservice and workshop training must be provided for employees at all levels.
4. That maximum use of food service facilities be made for career training and nutrition education for students and adults.
5. That adequate funding be provided through Federal and State legislation to ensure optimum schoolday meals, including breakfast, lunch and supplementary foods as well as necessary facilities.
6. That student, parent, and community involvement in food services be encouraged.
7. That school authorities be encouraged to develop innovative ways to feed schoolchildren with maximum efficiency compatible with the objectives and rationale as expressed in the foregoing recommendations.

This Panel is in basic agreement with the recommendations of Panel V–3 and Panel V–5.

Recommendation No. 3: Appointment of a Coordinator of Nutrition Education Services in the U.S. Office of Education

The poor nutritional status and eating habits of large numbers of people—at all age levels and in all socioeconomic strata—provide ample evidence that there are serious inadequacies in the total nutrition education effort to date. Strong and effective leadership and coordination at the national level in cooperation with State and local agencies is essential to raise the nutritional health of all citizens. There is an urgent need for the creation of innovative approaches combined with the extension of proven methods of nutrition education.

We recommend:

> That the Assistant Secretary of HEW, the Commissioner of Education appoint to his staff a coordinator of nutrition education services who is a professional educator with a background in nutrition. Supporting staff should include nutrition educators, health educators and communications specialists.
>
> Provisions should be made for bringing together in an advisory capacity leading nutritionists, educators, behavioral scientists, consumers of varied ethnic and economic backgrounds, industry representatives and youth. The nutritional expertise found in several Federal agencies (including the Interagency Committee on Nutrition Education), in allied professional groups, in State agencies, in colleges and universities, and in private industry should be tapped also.
>
> The nutrition education coordinator and staff would assume a leadership role in the development of new curriculum materials; would cooperate with State and local school systems, colleges and universities, allied professional organizations, industry groups and others who have demonstrated a desire to produce sound nutrition education aids; would work with textbook, magazine and newspaper publishers and others in the mass media to further nutrition education efforts in ways which will motivate desired changed behavior; would stimulate, support, and cooperate with those planning nutrition education institutes, workshops, symposia and other methods of inservice training for teachers; and would work toward the continuing evaluation of the status of nutrition education.
>
> In order to expedite the recommendations made by the White House Conference, the appointment of the coordinator of nutrition education services should be made by March 1, 1970.

Recommendation No. 4: Coordination of Nutrition Education Activities at the State and Local Levels

In order to implement effectively and at the earliest possible date the recommendations of the White House Conference, there is an urgent need for coordination of existing and emerging nutrition education programs and services at the local and State levels.

Current resources, personnel, and programs need to be identified, utilized, and coordinated so that priorities for innovative programs and services can be developed according to local and State needs.

We recommend: That a person with a nutrition education background and essential personal qualifications be designated to coordinate nutrition education activities and nutrition services at State and local levels. Such coordinating personnel should be assigned in sufficient numbers to cover adequately the student enrollment and the geographical area.

Recommendation No. 5: Enlisting Essential Support of Key School Administrators, Professional Groups, and Industry in Upgrading Nutrition Education and Services in Grades Prekindergarden through 12 of the Nation's Schools

Administrative leadership personnel at all levels, from the State commissioner of education to the principal of the smallest elementary school in the smallest independent school district, must understand, accept, and actively support a nutrition education program if it is to be implemented and carried out with any appreciable degree of harmony and effectiveness. This is essential regardless of the competency, dedication, or determination of individual teachers, supervisors, or professional organizations, or of the quality or need of the program proposal. In addition, involvement and coordination of nutrition education activities of various professional groups with school programs are necessary in strengthening the whole concept of nutrition education and nutritional services in the schools.

We recommend: That steps be taken immediately by the Office of Education, or an appropriate coordinating agency, to:

1. Develop and obtain funds for a 3- to 5-day national conference or series of regional conferences to be held in the spring of 1970 to which all chief State school officers and appropriate members of their staffs who are associated with nutrition instruction, nutrition and health services, curriculum development, teacher education, and school administration will be invited.

   The purpose of this conference is to:

   (*a*) Highlight and focus attention on the critical need to recognize the growing importance of nutrition education in the schools at all levels of school administration, to study and evaluate present educational efforts in this area, and to develop improved programs to strengthen these efforts.

   (*b*) Consider the findings of HEW's National Nutrition Survey; the long-time trends of food use and nutrient consumption as shown by the repeated studies of the USDA since 1930; and research on diets, food habits, nutritional status, and nutrition education of children in the United States.

   (*c*) Project the selected on-going programs in individual schools or school districts, or at the State level, that have been exceptionally successful in the development of improved nutrition education and services and optimum school health curricula.

   (*d*) Report observations, findings, and recommendations of the White House Conference on Food, Nutrition, and Health.

   (*e*) Suggest evaluative criteria to be generally used in the study and evaluation of present curricula, teaching methods, and resource materials and aids to be used through grade 12.

   (*f*) Develop methods of implementation of new approaches through the participation of these representatives.

   (*g*) Examine models of proposed curricula from grades K through 12 to be used as guidelines for individual State and local consideration.

   (*h*) Consider parent education and other forms of adult education in the schools that contribute to the nutrition of the children.

   (*i*) Display available updated resource materials, related publications, and audio-visual materials by publishers, film producers, private industry, and governmental agencies.

   (*j*) Develop followup communication and developmental procedures between groups, and on-going communication between appropriate agencies.

2. Enlist the active and continuing involvement of key school administrators and educators, pertinent professional organizations, private industry, and other groups in the nationwide effort to help eliminate hunger and malnutrition in this country through a coordinated effort in nutrition education in grades pre-kindergarten through 12.

3. Provide funds to support State and local planning and development of curriculum, resource materials, instructional aids, teacher training programs, and school-community activities directed toward improving the nutritional environment of school children. Built into individual proposals should be a system of reporting and evaluation.

4. Develop a plan for continuing surveillance and communication over a 3- to 5-year period to further support, strengthen, and enlarge the concepts of nutrition education and nutrition services in the school.

Recommendation No. 6: CURRICULUM IN NUTRITION EDUCATION

Throughout his life every person should be able to make decisions on his choices of food based on an understanding of his needs as determined by: (1) his physiological state and physical activities, (2) his knowledge of the nutrient composition of plant, animal, and formulated foods in his environment, (3) his ability to distinguish between truth and distortion in relation to foods, nutrition, and health, (4) his personal likes and cultural background and (5) his ability to use his available resources whatever they may be. As future citizens in a democracy, children must acquire knowledge and social consciousness which will enable them to participate intelligently in the adoption of public policy affecting the nutrition of the people.

We recommend:

1. That a comprehensive and sequential program of nutrition education be included as an integral part of the curriculum of every school in the United States and its territories.
2. That the proposed conceptual framework given below be used as a resource in developing new curriculums and evaluating existing curriculums.
3. That a national interdisciplinary study group be formed to assess the current status of nutrition education in the schools, to prepare curriculum guidelines and resource materials for the use by State and educational agencies, to suggest demonstrations and pilot programs designed to test, evaluate, and revise materials and to give continuing considerations of the proposed conceptual framework.

Conceptual framework for nutrition education in the schools

1. Nutrition is the process by which food and other substances eaten become you. The food we eat enables us to live, to grow, to keep healthy and well, and to get energy for work and play.

2. Food is made up of certain chemical substances that work together and interact with body chemicals to serve the needs of the body.

(*a*) Each nutrient has specific uses in the body.

(*b*) For the healthful individual the nutrients needed by the body are usually available through food.

(*c*) Many kinds and combinations of food can lead to a well-balanced diet.

(*d*) No natural food, by itself, has all the nutrients needed for full growth and health.

3. The way a food is handled influences the amount of nutrients in the food, its safety, appearance, taste, and cost; handling means everything that happens to food while it is being grown, processed, stored, and prepared for eating.

4. All persons, throughout life, have need for about the same nutrients, but in varying amounts.

(*a*) The amounts needed are influenced by age, sex, size, activity, specific conditions of growth, and state of health, altered somewhat by environmental stress.

(*b*) Suggestions for kinds and needed amounts of nutrients are made by scientists who continuously revise the suggestions in the light of the findings of new research.

(*c*) A daily food guide is helpful in translating the technical information into terms of everyday foods suitable for individuals and families.

5. Food use relates to the cultural, social, economic, and psychological aspects of living as well as to the physiological.

(*a*) Food is culturally defined.

(*b*) Food selection is an individual act but it is usually influenced by social and cultural sanctions.

(*c*) Food can be chosen so as to fulfill physiological needs and at the same time satisfy social, cultural, and psychological wants.

(*d*) Attitudes toward food are a culmination of many experiences, past and present.

6. The nutrients, singly and in combinations of chemical substances simulating natural foods, are available in the market; these may vary widely in usefulness, safety of use, and economy.

7. Foods play an important role in the physical and psychological health of a society or a nation just as it does for the individual and the family.

(*a*) The maintenance of good nutrition for the larger units of society involves many matters of public concern.

(*b*) Nutrition knowledge and social consciousness enable citizens to participate intelligently in the adoption of public policy affecting the nutrition of people around the world.

Recommendation No. 7: Preparation of Persons Who Have Responsibility for Nutrition Education in Schools

Adequate preparation for teaching nutrition in the schools requires undergraduate education in nutrition, as well as in methods of teaching. Also, because of continuous expansion of knowledge in nutrition and food science, advancements in food technology, and developments in educational techniques, a strong continuing education program must be provided both for teacher-educators and school personnel.

We recommend: That the following steps be taken as soon as possible to prepare teachers in nutrition education and to keep them up to date, and that funds shall be made available through public and private sources for the support of such training and for tuition and other costs of courses and workshops.

1. *Pretraining*
   - (*a*) State departments of education should encourage individual universities and colleges to incorporate appropriate nutrition units in existing courses for all elementary teachers, school nurses, and at the secondary level, all teachers of health education, biology, chemistry, home economics, and physical education.
   - (*b*) These courses should be taught by teachers with a doctoral degree in nutrition, or professionally qualified personnel in closely related fields, such as public health, food science, home economics, education, or biochemistry.
2. *Continuing education*
   - (*a*) Teachers and supervisors in related areas, school health personnel, and school food service should keep up to date in nutrition education and educational techniques.
   - (*b*) Opportunities for continuing education should be made available through workshops, extension courses, inservice institutions, individualized instruction and educational television.

Recommendation No. 8: PARENT AND OTHER ADULT EDUCATION

Effective nutrition education programs in schools involve the parents and other members of the community. Schools must acquaint all people with the nutritional needs of children, the importance of good nutrition to the total well-being and behavior of the child, the significance of child nutrition to education and social progress, and the deterrents to good nutrition which children encounter in their environment. To be most effective nutrition programs for children should involve parents. Education in nutrition should be provided for parents of children in day care centers and prekindergartens administered by the schools as an important first step in the continuing education of the child.

In order to promote better health and greater productivity in adulthood, opportunities for continuing education in nutrition should be provided. Such education would help adults of various groups to improve their own health as well as that of their families, and would enable them to be intelligent consumers in the marketplace.

Special nutrition education opportunities are needed for older people whose food habits often need improvement and whose health often suffers from poor nutrition. In school feeding programs for the elderly poor, nutrition education should be emphasized strongly.

Vocational education programs may be used as a means for preparing more people for food services. Some basic education in nutrition can enhance the contribution of these people to the welfare of the children. In vocational education some attention should be given to the role of nutrition in the employability of people and their performance on the job.

We recommend: That schools should expand nutrition education programs to include parents of schoolchildren and other adults in the community, especially where need is the greatest; and that curriculum guidelines for nutrition education of children should include suggestions for education of parents.

Recommendation No. 9: EXECUTIVE, ADMINISTRATIVE, AND LEGISLATIVE ACTION FOR RESEARCH AND TRAINING EDUCATIONAL PERSONNEL

The preceding recommendations will require appropriation of funds at the Federal and State levels. In addition, the following actions are needed urgently in the interest of building a sound nutrition education program throughout the Nation:

We recommend:

1. That funding for the preparation and retraining of teachers and paraprofessionals, and for research in nutrition education be designated as high priority needs under existing legislation and various Federal programs which include:

   Education Professional Development Act, particularly part E and title IV of the National Defense Education Act.

   Elementary and Secondary Education Act.

   National Institute of Mental Health.

National Institute of Child Health and Human Development.

Health Services and Mental Health Administration.

National Science Foundation.

Vocational Education Amendments of 1968.

2. That the full authorization of funds be appropriated under the Elementary and Secondary Act, the Educational Professional Development Act, and other existing Federal legislation that can be used for the promotion and development of nutrition education.
3. That the Allied Health Profession's Personnel Training Act of 1966 (Public Law 89–75) be extended in fiscal 1971 to include training grants for nutrition educators and nutritional scientists.
4. That the President approve the expenditure of all funds presently appropriated for education by the Congress.

Recommendation No. 10: ACTIONS NEEDED TO SUPPORT NUTRITION EDUCATION IN SCHOOLS

One of the goals of nutrition education is to develop an informed public capable of making wise food choices. However, when advertisements of private industry are contradictory or are at cross purposes with school nutrition efforts, nutrition education is seriously handicapped. Labels on common packaged processed foods give little or no information regarding the quantity of nutrients contained. Also, there is a great increase in availability of imitation foods, processed foods, snacks, and related manufactured products whose composition is generally unknown to the consumer and even to most nutrition educators, who must give advice on the use of such products. Many educational materials in nutrition are available, but not enough give consideration to the different cultural groups of our country.

We recommend:

1. That in the interest of nutrition education the recommendations of the panels of this conference concerned with informative labeling, responsible advertising, and nationwide uniform enrichment laws be put into practice quickly.
2. That food industries, textbook publishers, State and Federal agencies encourage the development of additional nutrition curriculum materials and aids which reflect the different cultures of the people of our Nation.

PANEL IV-2: Advanced Academic Teaching of Nutrition

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REPORT OF PANEL IV-2

INTRODUCTION AND SUMMARY

A physically healthy population is a prerequisite to all other national goals. The White House Conference on Food, Nutrition, and Health is based on the conviction that the provision of a quantitatively and qualitatively adequate diet for all citizens is a key element in maintaining a health population, in preventing illness and in facilitating recovery from illness. The health growth and development of children and the maintenance of health in adults rests primarily on the interaction of patterns of diet and activity. Therefore, a national nutrition program must be a fundamental element in a national policy of public health and preventive medicine. Preventive health care is the best single avenue for reducing the Nation's rising medical bill.

Proposing a national policy for advanced academic teaching of nutrition implies some assumptions about the future health care delivery system in our country and about the manpower policy necessary to provide the personnel needed. Therefore, the Panel makes specific recommendations regarding these two topics as a basis for recommendations concerning education.

I. The Role of Nutrition in the Nation's Health Care System

A national nutrition and health policy must have its primary focus at the community level to ensure that adequate food and knowledge of how to use it is available to provide health benefits in the daily lives of people.

(*a*) *Food Availability.*—The most urgent objective is to combat hunger and malnutrition. Therefore, the Panel supports several recommended actions of other panels aimed at insuring that every citizen has available an adequate and balanced supply of food as the cornerstone of a national nutrition policy.

(*b*) *Food Utilization.*—To encourage the effective utilization of the available food supply in order to facilitate both health and recovery from illness, the Panel recommends expansion and further development of Community Nutrition Services as part of the comprehensive health and welfare or human services program of every State.

II. A MANPOWER POLICY FOR A NATIONAL NUTRITION PROGRAM

A national program cannot be accomplished without a major increase in manpower with competence and commitment in the field of nutrition including physicians, dentists, basic scientists (biological and social), dietitians, public health nutritionists, nurses, health educators, and food scientists and technologists. The Panel recommends a manpower policy as follows:

(*a*) The direct delivery of service at the community level is an objective that can be accomplished primarily by nutritionists and dietitians educated at the baccalaureate or higher degrees level assisted by health aides and technicians with competence in nutrition.

(*b*) Leadership for the development and administration of community nutrition services, for nutrition education, and for nutrition research requires advanced training and specialization in nutrition.

(*c*) Personnel in other health professions whose primary commitment is not in nutrition should be prepared also to play a supporting role in a national nutrition program.

The Panel further recommends that the Department of Health, Education, and Welfare, through the Office of Nutrition proposed by Panel I (a recommendation that our Panel supports), work with public and private agencies at national, State and local levels to revise civil service and other job descriptions to permit employment of, and provide a career ladder for employment of nutrition personnel with educational preparation below the graduate level, as well as at the graduate level.

III. A POLICY FOR ADVANCED EDUCATION IN NUTRITION

To provide the manpower for a national nutrition program, training grants must be provided to stimulate a major expansion of nutrition education opportunities. The Panel recommends the following approach:

(*a*) The prerequisite for a national effort is to increase the number of people with advanced degrees in nutrition to provide the needed manpower for an enlarged training effort and to provide leadership for developing community nutrition services. First priority must be given to expanding graduate programs in nutrition with primary (although not sole) emphasis on the application of nutrition knowledge to the improvement of health. Training grants and student stipends must be provided to effectively carry out this recommendation.

(*b*) To expand the number of personnel available to provide direct service at the community level, the second priority must be a program of training grants to stimulate the development of baccalaureate programs in community nutrition and dietetics. In addition, this program should stimulate the provision of nutrition teaching to students in related fields such as nursing, health education, home economics, and other allied health specialties.

(*c*) The present program for developing health aides in nutrition should be continued and correlated with the utilization of baccalaureate personnel, who should be qualified to train and supervise such aides. Special attention should be given to providing opportunity and incentive for nutrition health aides to continue their education toward a baccalaureate degree. This would provide a "career ladder" opportunity for nutrition aides who are usually recruited from the consumer groups with the greatest nutrition problems.

(d) Funding of Education Proposals: The sources and time available to the panel did not permit responsible estimates of costs of implementing these educational programs. Estimates should be prepared by an agency of Government, hopefully through the proposed Office of Nutrition in the Department of Health, Education, and Welfare, and funded by means of appropriate legislation.

Recommendation No. 1: EXPANSION OF NUTRITION SERVICES

A national nutrition program must have its ultimate focus at the community level where the citizen must be served. New approaches to the delivery of this service are needed. Recommended approaches are more creative use of mass media, and expansion and further development of Community Nutrition Services, as outlined in Appendix A. Such services would provide:

1. Public education programs to make up-to-date nutrition information easily available to every citizen.
2. Consultation services to health professionals concerning the nutrition needs of their patients.
3. Consultation with individuals and families concerned with nutrition problems.
4. Provision of training programs for community health aides and technicians, educational opportunities for students working on degrees in nutrition and other health professions, and support for school programs in nutrition education.

Recommendation No. 2: EXPANSION OF NUTRITION MANPOWER

A national nutrition program cannot be accomplished without a major increase in manpower with competence and commitment in the field of nutrition.

1. The initial necessary condition for expanding nutrition education is increasing the number of people who can do the teaching. Therefore, the first priority in advanced academic education should be given to support for graduate (masters' and doctoral) programs in nutrition to provide manpower for university teaching and research and other positions of leadership.
2. High priority must be given for funding of educational programs (both traineeships and institutional support), for the entire continuum of the public health nutrition and dietetic professions, i.e., undergraduate, internship, masters' and doctoral programs, since these are the only health professions concerned solely with translating the findings of nutritional science into action in the nutritional care of people. Expansion of professionally focused baccalaureate programs in nutrition must be emphasized if a major expansion of personnel to work at the community level is to occur. Civil service and other employment specifications should be expanded to include the nutritionist with baccalaureate education for entry level and staff positions under qualified supervision.
3. Programs for training community health aides and technicians in nutrition must be developed. Special attention should be given to providing opportunity and incentives for qualified community health aides and technicians to continue their education toward a baccalaureate degree. This would provide a career ladder opportunity for aides who are usually recruited from consumer groups within the community.

Recommendation No. 3: ADVANCED ACADEMIC TRAINING AND RESEARCH IN NUTRITION

A national program in nutrition can be effective only with major increases in competent personnel, teachers, investigators, and practitioners, who have been trained in the various nutrition disciplines.

The overall objective is the development of leaders who can plan programs, provide nutrition information and deliver nutrition services to the people. The training of leaders in nutrition should have first priority.

It is recommended that current advanced academic training and research programs in both basic and applied nutrition be strengthened and new programs established in colleges and universities so that nutrition leaders of the future can receive preparation for their careers in centers of excellence:

1. These centers should be devoted to training in one or more of the several disciplines of nutrition.
    - (*a*) Basic scientists in areas of biological or social sciences;
    - (*b*) Dietitians, public health and community nutritionists;
    - (*c*) Nutrition teachers for colleges, schools of home economics, health and physical education, special education, food science and technology, etc.;
    - (*d*) Physicians, dentists, nurses and allied health workers who either specialize in nutrition or use nutrition as part of their professional practice.
2. The strength of future programs in nutrition will be dependent in large part on the scholarly productivity and investigative efforts of

the leaders of nutrition in academic institutions. It is recommended that the search for new information and for elucidation of unsolved problems be continued with increased financial support. Important discoveries of the future can change the whole course of society.

3. Present facilities and training programs must be greatly expanded if present and future manpower needs are to be met. This can occur only if adequate Federal funds are made available for institutions, for training, and for student fellowships and stipends.

Recommendation No. 4: CURRICULA FOR TRAINING NUTRITION SCIENTISTS

Curricula for training nutrition scientists, teachers, and practitioners of all types need periodic revision and evaluation. The following recommendations are made for all areas:

1. More emphasis should be given to the meaning and value of nutrition in the whole life span as well as to nutrition in disease. The nutritionist's laboratory should be the home and the community in which the person lives as well as the traditional basic research laboratories.
2. New systems of delivery of nutrition services should be developed in conjunction with programs of total health care. Community medicine and ambulatory care are good areas for nutrition teaching in that basic information can be applied at a practical level.
3. Increased attention should be given to the preventive aspects of nutrition.
4. Special projects, courses and services in nutrition should be developed which can be elected by students as part of the curriculum.
5. More emphasis should be given to applied nutrition, not only in the classroom but through field experience in hospitals, clinics, and the community. Students of today are more socially conscious and community oriented than in the past. More interaction with the community and more interdisciplinary teaching and health services activity should be incorporated early in the course of study. The team approach is of great value in understanding and solving nutrition problems, for example, the physician, dentist, dietitian, nurse, and social worker can work together in this area.
6. The scientific principles of modern food processing, including refining and manufacturing operations involved in preparation of commonly processed standard foods, convenience foods, and special dietary foods, should be included in the curriculum. Numerous advances in food science and technology in recent years have resulted in marked changes in the food supply of the American public.
7. Authoritative, attractive, and readily understandable information, derived from nutrition science should be provided for the continuing education of all personnel engaged in the teaching and practice of nutrition, from the elementary teacher and community worker through the university professor and high level administrator.

Recommendation No. 5: RECRUITMENT OF NUTRITION PERSONNEL

Public Awareness

The exciting values of good nutrition must be made evident to the public and all professional people who deal with individuals and groups.

There is a great need for men and women trained in the various nutrition disciplines. The public seems unaware of the various fascinating services to mankind for one educated in nutrition. One of the problems is the lack of understanding of the many meanings of nutrition. The public and school counselors need to know the values of nutrition such as its contribution to health, growth, learning, alertness, and ability to work. The positive values of nutrition in the actual lives of people should be stressed. The emphasis has been on the negative—on disease and deficiency.

The social, psychological, and cultural implications in nutritional care, along with the scientific applications, would interest many young people who are seeking to be involved in helping individuals to a better life. The personal rewards and satisfactions in life's work is being sought by youth through working to help people live better. The tremendous implications of nutrition in the welfare of the population should be used to recruit to the field of nutrition.

We recommend: That a massive program of recruitment to nutrition professions and educational programs be undertaken to fulfill the needs expressed in this White House Conference.

Financial support should be provided for the development of existing and new training programs that will attract students into the field of nutrition as it relates to human health.

1. Increased numbers of scholarship and training stipends should be made available, and stipend levels should be increased.
2. New types of training and educational programs should be designed and supported to increase interest in nutrition among medical students and other members of the health care team: For example, interdisciplinary projects where future professionals from all relevant disciplines are exposed to important problems in nutrition, and to new systems of health care to alleviate these problems. Such programs should include a large component of applied nutrition so that the students will be prepared to participate effectively in nutrition education of the public.
3. There should be reinforcement of current programs in nutrition training and research, as well as establishment of additional programs.

Need for Recruitment

Recruitment should draw from all groups in American society with emphasis placed upon those who have not had an opportunity to participate previously in responsible positions in health and nutrition. It is believed that recruits drawn from the community will be especially well equipped to return to that same community as competent leaders, and thereby increase the effectiveness of the discipline they represent.

Career Opportunities

In addition to public health nutrition and dietetics, there is a multitude of opportunities for teaching and interpreting nutrition to people of all ages and walks of life in the community health-care institutions, the educational field, the food, equipment, and utilities industries, and communications media. Some of these opportunities are available to people with a baccalaureate degree, while others require some postbachelor's work.

Recruitment of Previously Trained Persons

Programs must be initiated to attract professionals who have been inactive, or who have left nutrition, back into the field full-time and part-time. Also, an attempt should be made to bring individuals trained in areas close to nutrition directly into nutritional occupation by means of appropriately designed training programs and job incentives.

Recommendation No. 6: NUTRITION IN PUBLIC HEALTH PROGRAMS

The positive role of good nutrition in the well-being of individuals of all ages should receieve increased emphasis. Nutrition must be included as an integral part of all public health programs at Federal, State, and community levels.

We recommend: That every health department, school system, department of public welfare, and voluntary health agency have an adequate number of nutritionists, dietitians, or nutrition consultants available. Hospitals, nursing homes, and similar institutions likewise need dietetic and nutrition personnel on either a full-time or consultant basis.

Recommendation No. 7: TRAINING OF PUBLIC HEALTH AND COMMUNITY NUTRITIONISTS AND DIETITIANS

Public health and community nutritionists and dietitians are the only health professionals whose professional training is grounded solely and specifically in the knowledge, skills, and art required in translating the findings of nutritional science into action in the nutritional care of people. Such care requires the ability to deal directly, or through others, with understanding of the science of nutrition, nutritional needs in health and disease throughout the life cycle, dietetics, food practices, food economics and budgeting, the psychological and social importance of food and eating, educational methods, and knowledge of ways of meeting the nutritional needs of individuals and communities. For the most part, the dietitian works in the hospital or clinic, while the public health or community nutritionist works in agencies in the community.

Educational requirements for dietitians and public health nutritionists are essentially the same at the undergraduate level and may be similar at the graduate level. Dietitians usually have an internship; public health nutritionists may or may not have an internship, but do have training in public health areas.

At the present time, there are about 30,000 dietitians and 1,000 public health nutritionists in this country. While data for estimating the number needed to provide even moderately adequate services to the American people are not at hand, there is common agreement that these numbers should be no less than doubled within 5 years. There is urgent need for these services in antipoverty programs, school health programs, consultation to patients of private physicians, programs of local and State health departments, and of various community agencies, clinics, hospitals, and other medical care facilities.

The potential impact of the services of these public health and community nutritionists and dietitians has never been realized, largely because of the small number available.

The aim of this recommendation is to urge that funds be provided for the training of increased numbers of dietitians and public health and community nutritionists, and that a national effort of recruitment for these fields be instituted.

We recommend: That funds, facilities, and staffing for education of dietitians and public health and community nutritionists, for various levels of competence, be provided immediately with planned progression of support for these objectives (see appendix B for details of financial needs.) At present, there are more applicants in the various categories than can be funded. Specifically, there is need for:

1. Funding of educational programs—both traineeship and institutional support for the entire continuum of public health nutrition and dietetic professions, i.e., undergraduate, internship, master's, and doctoral.
2. Funding for experimental development of undergraduate and graduate professional training in dietetics and community nutrition to prepare staff-level workers.
3. Funding for new programs providing doctoral level training in nutrition, dietetics, and public health nutrition, for the training of teachers in schools of public health, medicine, dentistry, nursing, home economics, and others.
4. Money for training community health aides and technicians to expedite the work of dietitians and community nutritionists.

Recommendation No. 8: NUTRITION TRAINING OF PHYSICIANS, DENTISTS, NURSES, AND ALLIED HEALTH PROFESSIONALS

In view of the fundamental importance of nutrition in normal growth and development and in the maintenance of health, it is essential that all physicians, dentists, nurses and allied health personnel receive some training in basic nutrition and its application in preventive and therapeutic health care. Some of these health professionals will be interested in studying nutrition as a specialty and will require extensive training in basic and applied nutrition science.

The teaching of nutrition in schools of medicine, dentistry and nursing is most inadequate at the present time; in some schools it is almost nonexistent. More information should be obtained as to the present scope and extent of this teaching. (See appendix C.) The number of specialists in nutrition among physicians, dentists and nurses is very limited; a few hundred persons would be an optimistic estimate.

We recommend:

1. That in each of the professional schools in a university such as medicine, dentistry and dental hygiene, nursing, public health, food science and technology, or allied health sciences, an individual or committee should be assigned responsibility for the surveillance of nutrition teaching in that school.

   In some professional schools, it will be desirable to teach nutrition in a designated course dealing with basic scientific principles of nutrition and their application to human health. In many schools, nutrition teaching will be incorporated in courses such as biochemistry, physiology and certain clinical specialities. Regardless of the plan of instruction, basic nutrition should be part of the required or core curriculum.

   In schools where trained nutrition personnel are not available because of financial restrictions, grants should be established to support nutrition teaching for the categories listed above.
2. In medical centers where more than one professional school exists, it is important that there be pooling of nutrition resources through a nutrition unit or a coordinating committee.

3. Existing programs of nutrition training should be strengthened and new programs should be developed. In schools in which trained personnel are available, nutrition units should be established where advanced training of nutrition specialists can be conducted. This will require additional facilities and adequate support for faculty and staff. Initial financial support of $100,000 per school for initiating new training programs or aiding those already established is recommended. Establishment of at least 10 such programs would be highly desirable. Funds should be made available for tuition and stipends for graduate and postdoctoral students of medicine, dentistry and nursing, etc. who are receiving advanced training in nutrition. Career development awards should be provided for talented young faculty members. It is anticipated that support of about 100 graduate and postdoctoral students and 10 career development awards will cost about one million dollars a year.
4. Students should work with patients in their homes and community environments preferably over prolonged periods. In so doing they can develop an understanding of and concern for nutritional problems and for the role played by social factors in illness.
5. It will often be desirable to conduct clinical teaching of nutrition in small groups in hospitals, clinics and community centers. An interdisciplinary team approach is most valuable under these circumstances. The team may include physicians, dentists, nurses, nutritionists, social workers, pharmacists and other health workers.
6. It is recommended that units in clinical nutrition be established in teaching hospitals and community centers to demonstrate the value of such units in providing better patient care, in developing preventive medicine programs in nutrition and attracting young physicians and other health workers into the field of human nutrition.
7. Special elective courses in both basic and applied nutrition should be developed in all professional schools. More elective time is available in most curricula now than in the past. Electives that involve participation in programs designed to deliver total health care in poverty areas are desirable and effective means of training and of developing an interest in nutrition. Electives in a division of nutritional and metabolic research may serve as an introduction to a career in academic clinical nutrition. A most valuable elective opportunity may be provided by overseas programs in countries where serious malnutrition is common.
8. Courses of study leading to advanced degrees in nutrition should be available for students of medicine, dentistry, nursing, food science and technology, and for workers in allied health fields.

In some institutions, plans should be made for curricula in which it will be possible to obtain a master of science degree in nutrition or a master of public health degree with a major in nutrition in conjunction with medical and dental degrees. Combined M.D.-Ph. D. programs in nutrition should be offered also and M.D.-doctor of public health programs. The same combinations should be possible for dental students.

Recommendation No. 9: Training of Teachers of Home Economics and of Agricultural Extension Workers

Attention should be given to nutrition training at the undergraduate and graduate level within university units of home economics. Traditionally, such units have been a site of primary importance for the training of nutritional scientists and practitioners. They have been responsible for basic training of dietitians and public health nutritionists and have provided most of the nutrition training for agricultural-extension workers and teachers of home economics at the secondary school level. It is this group of teachers who provide nutrition education for the youth of this country. Extension workers bring nutrition directly to the public and are in the foreground of programs designed to combat malnutrition and improve nutritional health.

Today there is a growing trend toward changing the orientation of home economic programs as well as the name of these academic units. It is essential that continued recognition and support be given to nutrition training within the new programs as they evolve.

There has been a tendency to decrease the financial support and academic position of nutrition in home economics. This trend should be reversed.

The importance of this site for nutrition training should be recognized by both State and Federal Governments.

Recommendation No. 10: HEALTH, PHYSICAL EDUCATION AND RECREATION

Nutrition and physical fitness are very closely associated, good physical fitness status implying good nutrition. Beneficial effects of regular exercise upon physical efficiency, control of obesity, and in preventive and therapeutic medicine are established.

Professional personnel in the fields of health, physical education, and recreation are, in their respective ways, in unique positions to contribute to nutrition education and physical fitness because:

1. In school and out, they have regular contact with the great majority of the Nation's children and youth. Increasingly, the poor, the handicapped and their parents, and the aging are included in health, physical education and recreation programs.
2. Working through their professional organizations, they determine training of new personnel; and they establish policies, prepare widely used curriculum guides and program plans which greatly influence what is taught and what is emphasized.
3. They are committed to the encouraging of attitudes favorable to continuing physical activity, fitness and sound health practices generally.

We recommend:

1. That appropriate health, physical education, and recreation professional organizations hold conferences to determine the extent to which their respective personnel are being prepared to contribute appropriately to nutrition and physical fitness education and to make recommendations as needed.
2. That suitable materials, including literature and audiovisual aids be developed for updating of preprofessional and professional personnel and for use in instruction in nutrition.
3. That research be conducted on such subjects as the interrelationships of nutrition and physical activity.

Finally, if physical fitness needs for all citizens are to be met, many new facilities and opportunities for physical and recreational activities will need to be provided and made readily available to all.

Recommendation No. 11: RESEARCH AND TRAINING IN EFFECTIVE UTILIZATION OF FOOD SUPPLIES

Effective utilization of food supplies in the improvement of nutritional health, especially in areas of poverty, has been hampered by a lack of knowledge concerning many economic, cultural, and social factors that are of extreme importance in the proper selection and distribution of foods. New knowledge concerning the complex relationships between the market availability of foods and their effectiveness in improving nutritional health is urgently needed. Maldistribution of food is probably the most important factor contributing to malnutrition as it exists in the world today.

We recommend: That special emphasis, including financial support, be given to the study of the entire complex of factors of economic, social, and cultural nature that are essential for the effective utilization of existing food supplies for the improvement of nutritional health. Furthermore, such knowledge as does exist in this complex area should be included in teaching programs that are directed toward the improvement of the nutritional health of man.

APPENDIX A—PANEL IV–2

A Proposed National Policy on Nutrition and Nutrition Education

Any proposals about the development of nutrition education must be justified in terms of some human goals. Therefore, it is necessary to define some objectives and criteria to be observed in achieving them before making specific proposals about nutrition education.

HUMAN OBJECTIVES

The intake of appropriate and adequate foods and their effective utilization by the human body is the cornerstone of human growth and development to provide the basis for the maximum fulfillment of each individual's potentials for the following reasons.

1. What a person eats and how his body utilizes it controls physical growth and development. Without adequate nutrition the body and its functional systems may be underdeveloped, neurological mechanisms upon which learning and behavior control must be built may function only at partial capacity, and the person may be more vulnerable to many kinds of illness and dysfunctions. Thus, malnutrition will produce a need for many kinds of expensive remedial health care and impair effective functioning as a person and citizen.
2. The nutritional habits people develop have major social impact. Inadequate suplies of foods acceptable in a given culture may produce all the problems of undernutrition or malnutrition for individuals, including the birth of poorly developed infants. It may also produce social discord among subgroups within a country or between countries with different levels of availability of necessary foods. This may happen even when alternate food supplies are available but are unacceptable because of cultural traditions or personal attitudes and habits. With inadequate food supplies, life itself is threatened and serious social discord among people may result as they compete for needed food supplies. Malnourished people do not have the energy or positive outlook on life which would enable them to deal with other social problems.
3. Individuals and families living in a culture of plentiful food supplies may create serious health problems for themselves and limit their capacity for living most fully through faulty habits of nutrition. Malnutrition is not just a problem for the poor. It may be found in all socioeconomic levels and all age groups.

Therefore, it is clear that an adequate national policy for nutrition must focus not only upon availability of supplies of necessary foods, but also upon the way people use that food to maintain themselves and their families in good health and with their behavioral capacities fully available.

An important investment in an adequate national policy concerning the nutrition of our people may be justified, then, upon philosophical, social and economic grounds.

1. It has always been a national goal of our country to provide the conditions under which each individual may reach his fullest potential and live the most creative, constructive, and satisfying life possible. The foundation for that social objective is a physically healthy population experiencing the most desirable growth and development across the entire life span. The cornerstone of healthy growth and development lies in the nutrients we take into our body from infancy through old age to promote and facilitate our development, our most effective functioning, and to prevent or reduce the rate of decline of our capacities.
2. An adequate nutrition program within our country and among countries could reduce social frictions among populations, cultures or subcultures, and all of the human and economically expensive consequences of those frictions.
3. In the longrun it is probably much less expensive to keep people in good health than to attempt to return them to good health once they have damaged the functioning of their bodies and the neurological structure upon which their intellectual and behavioral capabilities rest. A sound nutrition program must be a key element in a national effort to prevent illness.

A NATIONAL NUTRITION PROGRAM

For these reasons a comprehensive nutrition program as a matter of national policy should be considered a cornerstone of developing and maintaining a healthy population capable of its most creative activity. A corollary benefit would be a reduction in skyrocketing costs in our health care system by reducing the frequency and extent of human illness.

A national nutrition program has several objectives.

1. Its primary focus should be to insure that adequate opportunity for good nutrition and adequate knowledge about how to use available foods effectively for individual and family health is available easily and continually at the community level to people in all walks of life. The primary focus of the national policy should be upon the consumer, the ordinary citizen, and the availability of the necessary information and resources to attain good nutrition.
2. Many different professions are involved with the health, growth, and development of our citizens and have need for up-to-date information about good nutrition which they can use in their service to the

ordinary citizen or consumer. A sound program will make such information regularly and easily available to all professional groups.

3. Knowledge about good nutrition and the availability of different kinds of food materials and their nutritive characteristics will continue to change over time, and therefore the issue of maintaining up-to-date and accurate information and services concerning nutrition must be an integral part of a national policy.
4. While the national policy concerning nutrition must be related to general policies concerning adequate health care for our population, it must also serve many other institutional functions where nutrition knowledge is essential such as in schools, private commercial establishments, and individual families where the major portion of the delivery of food and informal nutrition education takes place.
5. The policy should observe the social objective of preserving and extending individual freedom and self-determination as fully as possible. This means that the policy should be designed to make it possible for people to become knowledgeable enough to design their own nutritional program rather than having to regularly seek (and pay for) consultation with some professional.

A COMMUNITY BASED NATIONAL POLICY CONCERNING NUTRITION

There are basically two alternatives for the formulation of a policy for the distribution of up-to-date nutrition knowledge to a large population. One alternative is to try to adequately train as applied nutritionists the great variety of existing professional personnel who deal with the health, growth, and developmental concerns of people. Such a policy would envision a massive expansion of educational efforts with doctors, dentists, nurses, teachers, food service managers, and the like. It would require extensive continuing education to try to keep them up to date. If one looks at the educational program for these professional personnel, it is immediately apparent that there are already severe strains in trying to include everything in their curricula they need to know to carry out their functions. For example, the competition for time in the medical school curriculum among the various fields that need to be represented in education of a physician is well known, and the same issues may be found in many other professions as well. One or two courses in nutrition will not prepare a person adequately to serve the need of the ordinary consumer for sound, accurate, and effective information about nutrition. Moreover, these people, whose primary focus is in other directions, will not be able to stay up to date as new knowledge develops, and in a short period of time the information being provided the consumer of being utilized in their work will be seriously inadequate or in error.

An alternative policy would be to make available in every community a resource of expertise which could be used by all, professionals and ordinary consumers alike, to further effective use of the foods available to them for their healthy development. Such a resource could be designed with educative, consultative, and service functions. It would have the virtue of maintaining up-to-date competence in every community, a competence which could then be drawn upon by all those who needed to use it.

COMMUNITY NUTRITION CENTERS

It is recommended that a national policy and program to establish community nutrition centers be developed and implemented. These centers would be staffed by individuals with special training in nutrition. The majority of the staff would have training at the baccalaureate level or below and their work would be coordinated and guided by staff with advanced degrees and with the expertise for program development and maintaining the program up-to-date. Such community nutrition centers might be located in association with medical centers, community hospitals, comprehensive human service centers, universities, or in independent community based operations. Each center should have an advisory counsel composed of representatives of the consumers being served by the Center to monitor the effectiveness of its services and to make suggestions for their improvement.

They would have the following function:

1. *Public Education.*—They would be responsible for developing programs of information using media such as radio, newspapers, television, formal classes, and any other education mechanism they can design (such as packaged multimedia selfguided instructional programs that people can check out and take home as they would a library book). This program component would serve the objective of putting people in control of their own lives more fully by making available to them the resource and the opportunity to maintain their knowledge about good nutritional practices, and to obtain information for special purposes such as control of circulatory illness, or diabetes, or for special conditions of fetal and infant development.
2. *Consultation.*—Such community centers would be available to health personnel such as physicians, dentists, nurses, and for patients referred by medical specialists, to help them design nutrition programs for individuals and families where adequate nutrition is a crucial ingredient in recovery from illness and the prevention of future illness. Consultation would be provided to institutions responsible for extensive food services such as schools, prisons, nursing homes, and hospitals to insure sound nutrition programs in food service. Through this consultative mechanism, a continuing education program for professionals should occur so that they could become and remain knowledgeable enough about nutrition to recognize its role in health problems of the people they are serving. This is an alternative to trying to cram enough nutritional knowledge in while they are in professional training to enable them to do their job. Such knowledge rapidly becomes out of date. This alternative makes the latest knowledge available to such professionals at the time they need it to supplement their basic education in nutrition.

3. Such community centers might provide service to individuals and families struggling with nutritional problems and concerns, such as how to provide a good diet for a low income family using surplus foods.
4. *Training.*—Such centers could be responsible for training programs for nutrition aides, and could serve as settings in which students could get some professional training while working on degrees. Moreover, they might assist public schools in designing ways of including sound nutrition education in their health education program, and of keeping that component of health education up to date.

MANPOWER NEEDS

To implement this kind of national policy would require a major expansion of personnel with competence in the field of nutrition. Such a manpower policy should envision the development of trained personnel functioning at several levels of competence.

1. It should include the training of nutrition aides now underway in many parts of the country. Under regular supervision and training, they can render meaningful service.
2. It should stimulate the development of personnel trained in depth at the baccalaureate level to provide much of the daily service.
3. It should prepare people at the graduate level to plan, develop, and administer community nutrition programs.
4. It should stimulate the development of nutrition scientists to provide the necessary teachers and researchers.

EDUCATIONAL PROGRAMS

Such an approach to the support of educational programs to develop the necessary manpower for the national nutrition program recommended above should have three components.

1. The development of centers of competence in at least one university in each State which could (*a*) provide top-quality educational programs turning out baccalaureate and graduate level people, (*b*) develop important research programs, and (*c*) serve as a regional resource for assisting with the establishment of community nutrition centers and for assisting other universities that want to develop training programs at the baccalaureate and aide level. Any university seeking to become a center of competence would have to accept all three components as equal responsibilities. They would have to accept a community orientation.
2. A program of training grants, including stipends for students, to encourage the development of baccalaureate level training programs in nutrition and to stimulate young people to choose the field of nutrition as an applied biological science and health field. Once a sizeable flow of young people into this field has developed, the need for training stipends will be less great if there are good employment opportunities for them once they have completed their training. An investment of training grants over a 10-year period might be sufficient to get an adequate flow of students selecting such educational programs.
3. A correlation and expansion of existing training grants for the preparation of nutritionists at the graduate level to provide for leadership of community nutrition programs and for an expansion of the number of teachers necessary for new educational programs.

Along with this kind of funding approach for the development of the necessary personnel, research funds should be made available to focus particularly upon problems of nutrition education, that is, upon the various ways in which the necessary information can be brought to the ordinary citizen to improve the quality of his individual and family nutrition.

This national program should be implemneted in phases. Phase I should involve the development of training programs to provide the manpower necessary for Community Nutrition Centers, and the development of a limited number of such community centers on an experimental basis to develop and polish techniques to be used in such centers. Phase II would involve the development of community nutrition centers around the country, as competent manpower became available.

EMPLOYMENT OPPORTUNITIES

It is useless, of course, to develop a manpower policy without simultaneously attending to the job definitions in the agencies and settings which might employ these graduates. Up to this time, almost all employment opportunities for people in the field of nutrition, whether it is in applied (including dietetics) nutrition or nutrition science, have been definied as requiring an advanced degree or its equivalent in years of study and internship. It will be impossible to provide the kind of personnel and resources essential if we are to have a large scale national nutrition program and supply them entirely at the graduate degree level. Therefore, the federal government, states, and cities should be encouraged (perhaps with temporary incentive grants) to redesign their civil service requirements so that people at the baccalaureate or lower levels of nutrition preparation can be utilized in the delivery of nutrition service in public health programs as long as the programs are designed so that nutrition specialists with advanced training are coordinating and supervising the work and designing inservice training programs to keep personnel up to date.

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APPENDIX B—PANEL IV–2

Funding for Training of Public Health and Community Nutritionists and Dietitians

Funds, facilities and staffing for education of dietitians and public health and community nutritionists at various levels of competence are urgently needed and should be immediately provided with planned progression.

At the present time there are about 31,000 prepared to effect nutritional care to people: 30,000 dietitians and 1,000 nutritionists. While data for estimating the number actually needed to provide even moderately adequate services to the American people are not presently at hand, there is common agreement that these numbers should be no less than doubled within five years. There is urgent need for their services in emerging anti-poverty programs, in school health programs, and in providing consultation to patients of private physicians, in addition to the need to fill the increasing number of more traditional posts in health departments, other community agencies, clinics, hospitals and other medical care facilities. Specifically, there is need for:

1. Funding for traineeships and institutional support for post-bachelor's dietetic internships to relieve hospital budgets and encourage development of more internships which can prepare more people. (The American Dietetic Association has expanded the number of internships as well as the number of people in some internships. In September 1968 there were 770 interns in 65 approved internships, whereas in September 1969 there were 815 in 68 internships. There are four newly approved internships for 1970 and more in the organization stage.) Hospitals and universities in which these internships are based are currently carrying the financial cost of internship training. Increasingly, hospitals are finding this a burden and many are already stating that they will be unable to continue internship training without financial assistance.

   Estimated minimum amount needed annually to maintain 72 hospital and university based internships (for use of facilities and personnel, including one full-time educational director per internship at a salary of $14,000) $1,440,000

   Traineeships for dietetic interns: 500 at $2400 annually, presently funded by hospitals and universities $1,200,000

   This amount will need to be doubled within five years to provide 1,000 traineeships.

2. Increased funding for master's degree training in public health nutrition. Traineeships and institutional funds for public health nutrition have been severely curtailed at a time when the number of institutions, offering such training needs to be increased at once from 16 to 32 or more, and the number of students trained annually at the master's degree level increased from approximately 100 to 300. Within five years these numbers should be tripled.

   (*a*) Funding for institutional grants within a year, to provide staff and facilities for setting up public health nutrition training programs. Five at $50,000 each $250,000
   Within five years this should be increased to $750,000.

   (*b*) Student traineeships per year, within a year—100 at $3,500 .... $350,000
   Within five years this should be increased to $1,050,000.

   (*c*) Reimbursement of field agencies for expenses incurred in providing field experience to students $10,000

3. Funding for the experimental development of under graduate professional training in dietetics and public health or community nutrition. While positions of major responsibility in these fields will continue to require graduate training, the urgent need for more nutritionists and dietitians at the staff level and the higher level of competence of undergraduate students today make such experimentation not only necessary but also feasible. Guidelines for such training for public health nutritionists have been developed[1] and at least one bachelor's level training program for dietitians already exists. Funding for institutional grants to provide necessary specialized staff and facilities to institutions setting up training programs—annually within one year, five at $40,000 each $200,000
   Within five years this should be increased to $800,000.

4. Funding for doctoral level training in dietetics and public health nutrition. Such training is to provide first of all teachers for the training of nutritionists and dietitians in schools of public health, nutritional sciences, home economics and others; also for the teaching of nutrition in medical, dental and nursing schools, teacher training institutions and other colleges. Existing positions in colleges and universities already are not being filled. With the proposed increase in number of training centers and increased emphasis on nutrition in the curricula of health-related professions and teachers, need for teachers with doctoral level training will become more acute. Such advanced training is needed also to provide leaders with depth understanding of problems and

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[1] See "Public Health Nutritionists—Their Responsibilities and Qualifications," by the Steering Committee on Roles, Qualifications and Training of Nutrition Workers in Health Agencies, July 1969, p. 20.

programs in nutrition and dietetics and the ability to do research toward advancement of these fields.

(*a*) Funding for institutional grants to provide needed specialized staff and facilties—annually within one year, three at $70,000 _ $210,000

(*b*) Traineeships for doctoral candidates—annually within one year, 12 at $6,000 ---- $72,000
Annually for third year, 24 continuing plus 12 additional: $144,000
Annually for third year, 24 continuing plus 12 additional: $216,000
Within five years funding for institutional grants and traineeships should be doubled.

5. Money for research on the feasibility of training and using food aides to expedite the work of the public health or community nutritionist. While aides are already being employed by some agencies, there is indication that much remains to be learned before widespread use of them can be recommended. Three projects within one year ----------------- $120,000
Within five years this should be increased to eight, for a total of $320,000.

Part B

The public needs to know about opportunities for careers in dietetics, public health, and community nutrition. Many have not heard of these professions as they have of doctors and nurses. There is need for funding to publicize these careers to the general public and particularly to high school students, their parents and counselors. There seems little doubt that these "people-centered" professions could appeal to present-day youth.

Specifically, there is immediate need for a small number of personnel to give impetus to such publicity with adequate funds to operate effectively. Estimate of amount needed: $150,000 for each of 3 years (three salaries of $20,000 each plus materials, travel, use of mass media, etc.).

(N.B. Obviously funding for training is to no avail unless budgeting for positions is assured. Other panels will speak to this point.)

APPENDIX C—PANEL IV–2

Nutrition Teaching in Medical Schools

ADEQUACY OF NUTRITION TEACHING IN MEDICAL SCHOOLS

Only a few formal studies have been made of the adequacy of nutrition teaching in schools of medicine. Such studies have disclosed that:

1. A need for improvement in nutrition teaching is readily acknowledged by many medical schools.
2. Only a few schools have a separate division or department of nutrition.
3. Special courses in nutrition are rare and nutritional material is commonly incorporated in courses in biochemistry and physiology and in the teaching of clinical specialties such as medicine, surgery, pediatrics, and obstetrics.
   (*a*) At the preclinical level, nutritional subject matter is often displaced by more "basic" topics such as enzyme kinetics, and membrane theory. In addition, instructors in biochemistry and physiology not infrequently emphasize their own research interests out of proportion to their relevance to the overall subject and to clinical problems. Often, little attempt is made to provide the student with the basic information about nutrition upon which "clinical nutrition" is necessarily based.
   (*b*) In the clinical department and subspecialties of medicine there has been little or no correlation of nutrition teaching; thus, the student has been offered only a fragmentary selection of aspects of nutrition having particular relevance to various clinical subjects. Such fragmentation inevitably has led to appreciable gaps in nutrition education.
4. A few medical schools offer elective courses on therapeutic diets (medical dietetics), experience in a "nutrition clinic," and in nutritional investigation.
5. Many medical students only learn about florid malnutrition in man when they take electives involving participation in overseas programs based in countries where protein-calorie malnutrition and vitamin deficiencies are common.
6. In medical schools with a good program in nutrition there is usually either a strong division or department interested in nutrition, or professors with a special interest in clinical nutrition or nutritional research.
7. A thorough and definitive survey of nutrition teaching in American medical schools remains to be done.
   (*a*) No objective assessment of the nutritional knowledge acquired by medical students has been made.
   (*b*) Sufficient nutritional questions do not appear on National or State Board examinations to provide a fair test of nutritional knowledge.
   (*c*) Current knowledge of the extent and effectiveness of nutritional teaching necessarily is based in large part on the results of questionnaires distributed to various medical schools and on the impression, observations, and opinions of a relatively few faculty members. These sources give a useful preliminary indication of the state of nutritional teaching in American medical schools; however, the information they contain does not provide a sufficiently strong foundation upon which a national policy with respect to nutritional teaching at the medical school level can be based.
   (*d*) (See addendum No. 1.)

I. OPPORTUNITIES FOR NUTRITION TEACHING TO MEDICAL STUDENTS

No plan designed to improve nutrition teaching to medical students can overlook the striking changes in troduced into the curriculums of most medical schools during the past 5 years. These include:

1. Reduction of time spent in laboratory exercises in anatomy, biochemistry, physiology, pharmacology, and other preclinical sciences.
2. Strong efforts made to coordinate teaching of basic science material so that biochemical, physiologic, pharmacologic, and clinical information about the various organ systems of the body is presented to the student in an integrated fashion.
3. Increased emphasis on interdisciplinary teaching with some beginning dissolution of departmental boundaries.
4. Introduction of the student to clinical problems earlier than previously; often in the first year, or early in the second year.
5. More emphasis on elective opportunities for students after they have completed a "core curriculum," usually during the last 18 months of medical school. These elective opportunities include:
   (*a*) Assignments to medical facilities in technically underdeveloped countries and to poverty areas in the United States.
   (*b*) "Clerkships" in community medicine where problems in the delivery of medical care by the hospital center are given special attention.

II. Nutrition Teaching During the Preclinical Years

In considering how nutrition teaching can be fitted into and articulated with the medical school curriculum, it must be kept in mind that the time available for basic science courses is being increasingly compressed. Thus, it would seem diffiult to add a required course on basic aspects of nutrition during the so-called preclinical years, even though establishment of such a course has been recommended on a number of occasions. However, since there is an increasing emphasis on integration of basic science material, it is possible that the presentation of what is ordinarily considered to be nutritional subject matter can be used to organize biochemical or physiological information. For example, a discussion of the factors affecting nitrogen balance could be used to pull together a great deal of material on protein biochemistry that otherwise might not be related readily to human health problems. A discussion of calorie requirements in man might serve to give relevance to the subject of energy transformations at the cellular level.

It has been pointed out that some medical schools offer courses in clinical correlation or pathophysiology, in which an attempt is made to bridge the gap between basic science and clinical training. In such a course nutritional information can help the student understand the relationship between the clinical picture and the underlying physiologic or biochemical disorder. For example, the symptoms that accompany growth-onset diabetes mellitus can be best understood in terms of the conditioned malnutrition that results from inability to utilize carbohydrate properly.

III. Nutrition Teaching in the Clinical Specialties

The importance of nutritional considerations in medicine, surgery, pediatrics and obstetrics is acknowledged. Unfortunately (as mentioned previously), the nutrition teaching provided by the various medical specialties is necessarily fragmented, and sometimes superficial. For example, the student may be taught a rule-of-thumb approach to nutritional therapy without being given an understanding of the principles upon which such treatment is based.

It has been suggested that a properly qualified member of the faculty with a strong interest in nutrition could help to coordinate and strengthen the teaching of nutrition in the clinical specialties and, by means of lectures, conferences, clinics, or teaching rounds, fill in any important gaps that remain.

IV. Nutrition Teaching in Electives

1. Electives that involve participation in programs designed to deliver medical care in poverty areas in the United States or abroad often bring the medical student into direct contact with patients who exhibit florid deficiency states, including protein-calorie malnutrition. Such experiences are far more effective than slides or textbook pictures in convincing the student that malnutrition remains a major world health problem and that clinical nutrition is a subject providing many challenges for the young physician.
2. Clerkships in community medicine are increasingly offered by the various divisions and departments of community medicine that are developing in medical schools and teaching hospitals throughout the country. In such programs, the medical student can work in a nutrition clinic, participate in nutrition surveys, study the role of nutrition in disease prevention or retardation and learn to work effectively with other members of the "health care team," including the public health nutritionist. This type of training can lead logically into a career in public health nutrition or to a program of graduate training in comprehensive medicine designed to train a new type of specialist for whom the designation "primary physician" has been suggested.
3. An elective in a division where nutritional and metabolic research are conducted can serve as an introduction to a career in academic clinical nutrition. Medical students who participate in such electives may be motivated to obtain 2 to 4 years of postdoctoral training in nutrition and metabolism after completing 1 or 2 years of residency work in a medical specialty.

V. Recruitment

Recruitment of young physicians into clinical nutrition has been extremely difficult and there is a critical shortage of trainees and of teachers and investigators in this field.

Some of the reasons for this situation have been identified. These include the following:

1. A lack of identity for clinical nutrition.
2. Lack of a subspecialty status for clinical nutrition.
3. Dearth of superior training programs in nutrition designed to meet the needs and interests of young physicians.
4. Lack of recognition by medical schools and teaching hospitals of a need for clinical nutrition programs.
5. Debilitating effect on the image of nutrition as a respectable scientific discipline of food faddists, commercially motivated pressure groups, and widespread pedestrian nutritional research.

The problem of an identity for nutrition seems to be inherent in the scope and diffuseness of the word "nutrition." For example, there are no satisfactory terms in the vocabulary of nutrition to distinguish the clinical investigator of nutritional problems from the home economist who is concerned with applied nutrition. A professor of nutrition can be either a dietitian or a medical scientist. Such semantic difficulties have not helped to dispel the cloud of confusion that hovers over the subject as it relates to clinical medicine and medical research. Indeed, many otherwise sophisticated medical school faculty members and administrators tend to identify nutrition inherent in the standards for certification in this field promulgated by the American Board of Nutrition.

Lack of a subspecialty status for clinical nutrition has been an important factor in discouraging many young physicians from entering the field. While hematology, cardiology, gastroenterology, etc., are recognized subspecialties, clinical nutrition is not. This distinction has important financial implications for the house officer who is considering entrance into a subspecialty.

As Mueller has pointed out (Fed. Pros. "167, 1967): "At the present time there is no clear career future for the young physician in nutrition." He goes on to say that

"* * * it is a well-established truism that the quality of undergraduate training is proportional to that of graduate training. In other words, if the science of nutrition lent itself to a residency training program it would automatically improve the facility for undergraduate teaching."

It must be recognized that there has emerged in medicine a growing number of medical students and young physicians who are placing the concept of service well above considerations of financial remunerations and "success" as it is conventionally viewed. Such individuals are very likely to be attracted to careers in clinical nutrition if they can be shown the enormous benefits to mankind inherent in the prevention and treatment of all forms of malnutrition. However, the exposure that medical students usually receive to serious nutritional problems in their present medical school setting is ordinarily so minimal that the chances of stimulating their interest in the subject seem small.

ADDENDUM No. 1

It is recommended that funds be made available to permit appropriate voluntary agencies (AAMC, AMA, etc.), to conduct a thorough and definitive survey of nutrition teaching in medical schools. The results of such a survey should be evaluated by an expert panel selected by NAS–NRC in consultation with other national groups concerned with medical education, to determine the adequacy of nutrition teaching in American schools of medicine.

PANEL IV–3: Community Nutrition Teaching

Chairman: Cecile H. Edwards (Mrs. Gerald A. Edwards), Ph. D., Professor of Nutrition and Research and Chairman, Department of Home Economics, North Carolina Agricultural & Technical State University, Greensboro, N.C.

Vice Chairman: Helen E. Walsh, Chief, Bureau of Nutrition, California State Department of Public Health, Berkeley, Calif.

Panel members

Luise Addiss (Mrs. Edward Addiss), consultant in home economics and nutrition, New York, N.Y.

Rev. Max E. Glenn, Executive Director, Committee on Religion in Appalachia, Knoxville, Tenn.

Luck Hendrix, President-elect, Future Homemakers of America, Metter, Ga.

Maxine Hinton, Ph. D., Director of Dietetic Internship, University of Arkansas Medical School, Little Rock, Ark.

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Sara Mayes (Mrs. Howard Mayes), Assistant Coordinator of Community Health Aides, Maternity and Infant Care Project, Metropolitan General Hospital, Cleveland, Ohio.

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Mrs. Louisa Whittaker, Chairman, Nutrition Education Committee, Santa Clara County Welfare Program, San Jose, Calif.

Consultants

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Helen D. Turner (Mrs. Carl Turner), Deputy Assistant Administrator, Expanded Food and Nutrition Program, Federal Extension Service, U.S. Department of Agriculture, Washington, D.C.

Jane Wrede, Volunteer Health Advocate, Volunteers in Service to America (VISTA), Office of Economic Opportunity, Forrest City, Ark.

REPORT OF PANEL IV–3

PREAMBLE

Every American should have access to knowledge of nutrition and its relation to health as well as to the purchasing power to secure food to meet his nutritional requirements. And yet, in a land of plenty, millions of Americans in this decade are hungry and malnourished. Although the first requirement is an adequate income to insure the resources necessary to procure food, lack of information and ethnic and cultural practices prevent many from achieving good nutrition.

Many Americans are not interested in nutrition and do not know of the benefits good nutrition can bring. Preschool children, young mothers, out-of-school youth and adults, the elderly and low income groups encounter food and nutrition problems which demand new and innovative approaches for solution.

This Panel has addressed itself to the needs of these groups in rural and urban areas. It recognizes the importance of making good nutrition a meaningful phrase at all age levels and in all walks of life and this should be the basis for creating public awareness of nutrition and a national nutrition policy. It is sensitive to the special need for making available adequate food purchasing power and the Panel strongly endorses an income maintenance program. It recognizes the importance of massive Federal action to combat hunger and malnutrition and the urgency for follow-up action to a person-to-person basis, and these should be priorities of a national nutrition unit.

To these ends, the following recommendations are made with special attention to methods for improving the public knowledge of food and nutrition and the skills for applying such information in their daily living.

ADEQUATE INCOME MAINTENANCE PROGRAM

Background Statement.—Lack of income is the basic cause of hunger and malnutrition. Unless a family can be assured sufficient income to provide a level of adequacy for all basic items of living, nutrition education is predisposed to certain failure. Adequate income raises the expectation of human worth and dignity, changes the approach to learning and sets the stage for a motivational force which creates a healthy climate for nutrition.

Objective.—To develop and make available an adequate income maintenance and related programs that meet basic family needs, support personal dignity and self-respect and allow for participation in community life.

Recommendation: It is recommended that the 91st Congress take immediate action to enact Federal legislation that will develop and make available an adequate income maintenance program.

Recommendation No. 1: PUBLIC AWARENESS

Background.—In opening the White House Conference on Food, Nutrition, and Health, President Nixon said: "This meeting sets the seal of urgency on the national commitment to put an end to hunger and malnutrition due to poverty in America." Therefore, it is necessary to create a climate of aroused public concern and to implement a program to raise levels of public awareness and understanding. Such an effort must set the stage for and go along with efforts designed to extend and improve community nutrition education at all levels.

There are large numbers of people who are neither aware of nor concerned with the relationship of nutrition to good health, the nutritional status of others, nor with the problems of hunger in this country.

There is a lack of public awareness, understanding, and concern that has permitted the development of limited and fragmented programs unable to cope with many of the urgent nutrition problems.

There is a lack of public awareness, understanding, and concern about nutrition and hunger that has permitted some people to go hungry and others to be afflicted with serious health handicaps because of nutritional deficiencies and malnutrition.

Objective.—To create greater public awareness, understanding, and concern for the poor nutritional status of large segments of the population and the relationship of nutrition to good health. The campaign should be aimed at specific target groups who have different responsibilities for and opportunities to do something about the problem.

Recommendation:

1. It is recommended that a five-year public nutrition information campaign be initiated by using the organizational resources of the executive branch of the Federal Government to augment and coordinate this information campaign to:
   - (*a*) Create a climate of public concern for the Nation's hunger, nutrition, and undernutrition problems and their causes, which leads to action.
   - (*b*) Foster an understanding of nutrition and its relation to good health and the fact that many Americans cannot afford good nutrition.
   - (*c*) Continuous dissemination of information concerning existing food programs, and criteria for participation.
   - (*d*) Promote better food-use habits within individual cultural patterns and with special references to low income persons.
   - (*e*) Create a climate of public support for innovative approaches and for the need of adequate income maintenance for the solution of nutrition problems at the local, State and Federal levels with special reference to low income persons. Hunger workshops at the community level could be effectively used.
2. This sustained impact nutrition campaign should be launched in January 1970—
   - (*a*) By the President declaring a state of national emergency. There are enough persons in this country who are hungry or severely malnourished to create a crisis situation.

(*b*) By each Governor convening a conference in his State on Food, Nutrition, and Health with special emphasis on hunger and malnutrition.

(*c*) By communicating the results of nutrition studies and the proceedings of this White House Conference through the appropriate State agencies to the State legislatures.

(*d*) By encouraging the private sector and community voluntary organizations to mobilize their resources in support of this public awareness campaign. Especially should the food industry be encouraged to increase nutritional information on labels and in promotional activities.

(*e*) By funding special programs that provide training and salaries for professionals and paraprofessionals that bring nutrition awareness into the areas of education, health, and welfare.

(*f*) By encouraging and funding, through private and public sources, programs which may include novel communication vehicles such as songs, rhymes, games, TV soap operas, church or community workshops, and radio messages from folk and athletic heroes to alert the general public or special groups.

Priority.—Immediate.

Proposed Date of Accomplishment.—Initiate immediately. Accomplish in five years.

Recommendation No. 2: COMMUNITY FOOD AND NUTRITION EDUCATION

Background.—Extensive malnutrition exists among our people, especially the poor. Lack of resources, as well as lack of knowledge and skills, have been responsible for this condition. In any long-term plan to combat malnutrition and promote good health, out-of-classroom informal education must play a vital role.

However, our present community programs are understaffed, underfunded, and fragmented. Although there is a need for sharing of knowledge and skills among all who are concerned with community nutrition education, there is no effective system for this sharing. New methods need to be found to reach effectively all citizens, but especially those in greatest need. In order to do the job needed in community nutrition education, there must be a greater involvement of all segments of the community, along with the individuals in the community to be reached. Intensified efforts must be made to involve grassroots organizations of the poor to build their ability to participate in the development, implementation, and evaluation of programs which affect them.

It is essential that families know how to buy, prepare, and store food. In particular, low-income families need information on (*a*) family meal planning to provide nutritious, satisfying meals at least cost, (*b*) how to buy food to get the most nutritive value for the money spent, (*c*) how to prepare food to preserve nutritive value while appealing to family tastes and considering cooking facilities, (*d*) safe and sanitary methods of storing, handling and serving food, and (*e*) the availability of local food programs and how to make the best use of them.

Within the family there are groups requiring special nutritional consideration: the infant, the preschool child, the school age child, the teenager, the adult, the pregnant woman, the aged, and family members under medical treatment. Public health agencies can provide leadership in interpreting the use of special diets recommended in conjunction with medical treatment, but the basic nutrition information should be readily available to combat the misinformation and unfounded claims bombarding the public through quackery, faddism, and product promotion. This leads to waste of money and may even be damaging to health.

Objective.—To help people in the community meet their food and nutrition needs within individual and cultural patterns with special reference for low-income persons and with attention to food selection, purchase, preparation, and storage.

Recommendation: It is recommended that a unified and intensified thrust in community nutrition education is needed involving all segments of the community, and that legislation be enacted to fund, and support out-of-classroom efforts to strengthen good food habits and to eliminate hunger and malnutrition in all segments of the population. Elements should include:

1. Cooperative planning and program implementation for an interagency nutrition education planning council at the State or regional level which would develop and evaluate com-

prehensive community nutrition education programs, coordinate existing educational efforts and foster the development of new programs to fill gaps. Members of the council will include representatives of professional workers from community agencies with nutrition service as well as consumer groups. Special emphasis would be given to coordinating the education of parent groups with nutrition teaching in the schools.

2. Exploration, testing and evaluation of new approaches and methods of taking the food and nutrition message to the people especially to those in poverty. (See appendix for some examples).
3. Applied research to be conducted by community agencies, educational institutions, and nonprofit organizations. Such research should be related to community nutrition education, primarily in poverty areas. Examples of such research are:
    - (*a*) Factors affecting food patterns, their formation, and most effective techniques for bringing about needed changes.
    - (*b*) Evaluation of various approaches to programs with community action and involvement to determine their effectiveness in motivating participation and changes in eating habits.
4. Information to the public on the availability of food programs and local level nutrition education for food program participants.
5. A national center for providing resource materials and training programs for community education.

   Such a clearinghouse, if linked to universities or agencies, might draw resources from them.
6. A simple slogan with a color coded symbol related to nutrient content should be developed and used in community nutrition education programs. Such techniques will assist the menu planner and food shopper to make wise food choices.
7. Information for the public on food purchasing, meal planning, menus and recipes, food preparation and storage, and other related information adapted to the regional and local food situations.

Priority.—This recommendation should have high priority because nutrition education is basic to the long-term eradication of malnutrition and the positive promotion of health.

Proposed Time of Accomplishment.—Nutrition education will need to be ongoing and become an integral part of educational programs at all levels both in and out of school. To make nutrition education effective basic information needs to be constantly refreshed and reinforced.

Some examples of methods of taking nutrition education to the people:

1. Training paraprofessional workers, aides, and volunteers how to adjust to the people they will be teaching basic nutrition concepts.
2. Family life education programs based on group work methods and focused on food and nutrition.
3. Mobile nutrition units equipped and staffed to provide nutrition education to people of various levels and backgrounds. Such units also would serve as a central base for teams of food aides and other community volunteers.
4. Food fairs including cooking demonstrations, movies, question and answer sessions. These would provide an opportunity to reach the public with nutrition education in an entertaining way.
5. Educational television programs on nutrition in an entertaining and dramatic way, with followup discussion of application and information with homemaker groups conducted by a paraprofessional worker. This would assure reaching a fairly large group at one time with sound nutrition information.
6. Use of games for developing skills in selecting foods which provide the greatest returns in nutrition and family satisfaction for the money spent.
7. The nutrition education component of portable meals and group feeding programs for the elderly should be expanded.

Recommendation No. 3: Food and Nutrition Education Manpower

Background.—The need for effective community nutrition education (out-of-school) has never been more critical for all people. With the increasing scope of programs to provide access to food for low-income families, this need is intensified. There must be provided basic information on food and its effect on how we live, grow and keep healthy, if people are to make wise food choices.

The major responsibility for this full-time nutrition education in urban and rural areas is now principally centered in programs of the Cooperative Extension Service and the official State and local health agencies. There are, however, a number of other agencies and private organizations who have nutrition education programs, for example, Office of Economic Opportunity, Red Cross, Adult Vocational Home Economics programs, and voluntary health agencies.

Currently those employees of official health agencies who have this full time responsibility are extremely limited in number. In November 1968, there were only 475 budgeted positions for nutritionists in official State and local health agencies. Approximately 400 additional budgeted nutrition positions were located in maternal, infant, children and youth projects. This number averages less than 20 persons per State responsible for the health of mothers, chronically ill, aging, and for consultation to nursing homes, day care centers, etc. Services are not limited to the poor.

A similarly critical situation exists with regard to nutrition manpower in Cooperative Extension Service programs. At present, about 4,000 extension home economists located in 2,800 counties spend nearly 25 percent of their time directly in food and nutrition education. They are supported by some 90 food and nutrition specialists located on land grant university campuses. Services are not limited to poor.

Since November 1968, approximately 3,800 man years of indigenous aides have been employed to teach the hard-to-reach poor. These are in 650 localities. More than 600 of the above 4,000 Cooperative Extension home economists now spend full-time training and supervising aides. Funds appropriated for fiscal year 1970 will permit some program expansion.

As greater public awareness of the importance of nutrition to health is generated, the demand for the knowledge and skill necessary for achieving good nutrition will be increased. Present professional staffing of nutritionists and home economists is not adequate to meet these potential demands even when the most modern methods and communicative techniques are used.

For example, to meet the nutrition employment needs for out-of-hospital medical and health services by 1975, the Department of Labor has estimated that, with population increases, new program developments to serve the total population, and with usual attrition, there will need to be approximately 7,000 nutrition personnel by 1975.

The most critical audience, the hard-to-reach poor and near-poor, requires person to person intensive education efforts, often for extended periods of time, before behavior changes are effected. Nonprofessional personnel well trained and supervised by a professional staff can and are filling this need at less cost and in many instances with greater empathy.

Pilot projects in Cooperative Extension Service indicate that if a full-time aide works with the hardest to reach, individually and in groups, she can be expected to reach and teach about 100 families per year. For the aide to be effective she must be well trained and supervised by professionals. One professional is needed for each 20 aides.

If we concentrate on the 14 million poor and near-poor households in the country, a minimum of 500 administrative personnel for program development and evaluation, and supervision of 140,000 aides will be needed.

Objective.—To have in every community sufficient trained workers to effectively reach all the people with sound food and nutrition information that will provide every American with knowledge, motivation and skills to apply this information in daily living.

Recommendation:

1. It is recommended that agencies and organizations concerned with food, nutrition, health, and welfare at the Federal, State and community levels be funded to adequately staff their programs with professionals, paraprofessionals and community aides to carry out effective nutrition education. To provide the needed manpower for these positions, there must be:
   - (*a*) Establishment of a desirable ratio of staff to population.
   - (*b*) Further exploration of potential manpower to optimize the competencies of the professional nutritionist. This should include a review of the training programs for community aides—the

effectiveness of the aides, and opportunities for their career development.

(c) The expansion of the existing mechanisms that provide funds to institutions and agencies for training persons to fill the above positions.

(d) Provision for financial support for students at the undergraduate levels and for on-the-job continuing education.

2. The use of volunteers such as youth groups, college students, women, church, fraternal and service organizations to supplement full-time professional staff is recommended.

Priority.—Immediately.

Proposed Date of Accomplishment.—Fiscal 1971.

Recommendation No. 4: THE NUTRITION MESSAGE

Background.—The function of nutrition education is to provide the knowledge to guide each person in choosing the foods essential for his health and well-being. Decisions must therefore be made about the information that should be available and communicated. The Interagency Committee on Nutrition Education developed basic concepts on the minimum nutrition information needed for wise food selection based on research and our newer knowledge of nutrition.

Recommendation:

1. It is recommended that the "Basic Concepts for Nutrition Education" developed by the Interagency Committee on Nutrition Education be used as the basis for nutrition education for all people.
   (a) Nutrition is the food you eat and how the body uses it. We eat food to live, to grow, to keep healthy and well, and to get energy for work and play.
   (b) Food is made up of different nutrients needed for growth and health; All nutrients needed by the body are available through food; Many kinds and combinations of food can lead to a well-balanced diet; No food, by itself, has all the nutrients needed for full growth and health; Each nutrient has specific uses in the body; Most nutrients do their best work in the body when teamed with other nutrients.

   This committee represents all Federal Government and quasi government organizations with responsibility for nutrition education.
   (c) All persons, throughout life, have need for the same nutrients, but in varying amounts; The amounts of nutrients needed are influenced by age, sex, size, activity, and state of health; Suggestions for the kinds and amounts of food needed are made by trained scientists.
   (d) The way food is handled influences the amount of nutrients in food, its safety, appearance and taste. Handling means everything that happens to food while it is being grown, processed, stored, and prepared for eating.

2. In addition to physiological concepts, there are many socio-economic and cultural factors which influence food choices. These have particular relevance to content and method of nutrition education.
   (a) POVERTY: *Those who have the least often are expected to know the most.*—Low-income families face special problems in providing an adequate diet since the demands of feeding the best food at lowest cost, frequently with inadequate equipment for storage, preparation and serving food, require greater knowledge and effort. Food often becomes the flexible item in the budget when limited resources necessitate giving priority to shelter, clothing, and other family needs.
   (b) PLEASURE: *We eat for pleasure and satisfaction as well as to meet physiological needs.*
   (c) *The home and family are crucial.*—The family provides its members with adequate food, helps to make food and mealtime a significant component of family life, and by precept and example, helps develop good food habits and regard for good nutrition. The quality of family life will be affected by the emphasis on food and nutrition in the home and vice versa.
   (d) *Sociocultural and psychological preferences.*—Food patterns already established are the starting point for nu-

trition education. The goal of nutrition education is to support the family culture and food practices and within this framework to give help and guidance to increase nutritive quality and to decrease costs in time, energy and money when these are relevant.

(*e*) *Personal factors influence food choices.*—Personal aspects of food likes and dislikes, attitudes, social pressures and influence of peer groups are among the factors which lead people to choose the food they do, and which need to be taken into account if nutrition education is to have relevance.

3. Food plays an important role in the physical and psychological health of society or a nation just as it does for the individual and the family.
    (*a*) The maintenance of good nutrition for the larger units of society involves many matters of public concern, such as: peace; social and economic stability; healthful environment; food production, processing, and distribution; and education.
    (*b*) Nutrition knowledge and social consciousness enable citizens to participate intelligently in the adoption of public policy affecting the nutrition of people around the world.

Recommendation No. 5: COMMUNITY INVOLVEMENT

Background.—Effective communication, an essential ingredient of nutrition education, is based on:

1. Respect for people and a belief in their capacity to change.
2. Working *with* people, not telling or doing *for* them, but leaving them to make decisions for themselves.
3. Education, practical, realistic and relevant to the needs of the learner, his psychosocial and economic environment, his stage in the life cycle.
4. Participation of teacher and learner in the learning process.

People learn by doing and are most concerned with what is their own. Appropriate community nutrition education, adapted to customary diets and living conditions as well as nutritional needs, is inseparably intertwined with community involvement.

Objective.—To assure active community involvement in all phases of community nutrition education programs.

Recommendation: It is recommended that identification and analysis of local needs and decisionmaking responsibility for program development implementation and evaluation be shared in a partnership between the potentional recipients or their elected representatives and the appropriate professionals.

Recommendation No. 6: NUTRITION EDUCATION MEDIA CENTER

Background.—Out-of-classroom informal education is recognized as an important factor in the solution of hunger and malnutrition problems in this Nation. Educational approaches in the informal learning environment of a community are different from more structured settings, and less is known about effective approaches. There is a need for sharing of expertise among out-of-classroom educators—professionals, paraprofessionals, community leaders such as public health workers, social workers, extension home economists, nurses, program aides, and volunteer groups.

There is no complete system for this sharing. Learning resources to be used with diverse audiences exist, but are not readily available. Many need further development to communicate with the indigent, the obese, pregnant mothers, adolescents, legislative decisionmakers, and medical professionals.

Out of-classroom educators need consultation regarding methods to motivate people to seek knowledge and develop skills to improve their nutritional status, how to improve teaching skills and technical knowledge, how to create awareness and increase knowledge of nutrition among key decisionmakers.

If educators are to be effective in changing the behavior of people in regard to food selection, preparation, and consumption, they must know how to bring about changes as well as recognize needed changes. This information should be based on valid research focused on the specific problem: How do we enable and motivate a person to eat enough of the foods needed to have good health?

Objective.—To establish a learning media center to provide resource materials and training programs for community nutrition education. The center would have a four-fold function:

1. Information Retrieval System:
   Goal.—To enable a complete information search on any problem that may be posed relative to community nutrition education.
2. Information Delivery System:
   Goal.—To make the full resources of the center readily available to persons involved in community nutrition education.
3. Training Laboratory:
   Goal.—To provide a laboratory for training interested persons in the latest innovative and effective techniques of communicating nutrition information and teaching nutritional practices to specific audiences (ethnic groups, geographic areas, etc.) via informal information channels.
4. Research and Development:
   Goal.—To fund and carry out research and development projects which would support, promote, and implement community nutrition education.

Recommendation: It is recommended that a National Nutrition Education Media Center be created, funded, and staffed to support out-of-classroom educational efforts designed to resolve problems of malnutrition and elimination of hunger.

Priority.—Immediate.

RESOLUTION

Whereas, there are enough citizens in this country who are hungry or malnourished to create a crisis situation; and

Whereas, many programs that have been developed to supply food and/or money have proven inadequate to meet and solve the food and nutritional needs of these persons;

Therefore, we, the members of panel IV-3, recommend that the President declare today a state of emergency in the area of hunger and malnutrtion in the United States, and that he utilize all of his emergency powers to get food to every hungry person immediately by such means as broad dissemination of free food stamps, or food to the hungry and impoverished included in those counties which do not have food assistance programs.

Realizing that the state of emergency is limited in time duration, we recommend that provision be made during this time for permanent measures to ensure the eradication of hunger and malnutrition.

Statements in Support of a National Nutrition Policy

It is a fact that widespread hunger and malnutrition exists in America today. Food is one of the major factors influencing man's destiny, providing for his growth and development, serving as a source of energy for work and recreation, and of nutrients for all metabolic processes. Food—nutrition—is essential. It is one element in the total environment necessary for man to achieve his maximum potential and his God-given dignity.

Every American not only should have access to knowledge of nutrition and its relation to health, but also to the purchasing power to secure food to meet his nutritional requirements. And yet, in a land of plenty, millions of Americans in this decade are hungry and malnourished.

In appointing Dr. Jean Mayer as special consultant to the President to organize the White House Conference on Food, Nutrition, and Health, President Richard Nixon, in a portion of his statement on June 11, 1969, said: "I shall ask the Conference to prepare specific goals . . . goals for private industry, for Government policy and for needed research. Its conclusions and its goals will not be neatly bound and placed on a library shelf and forgotten. They will be the basis for action by this Administration and the beginning of a national commitment—to put an end to malnutrition and hunger among the poor, to make better use of our agricultural bounty and nutritional knowledge, and to ensure a healthful diet for all Americans."

We call upon the President to immediately declare to Congress and to the American people that a national emergency exists.

We call upon the President and the Congress to immediately give top priority to: A national nutrition policy which commits this Nation to making available an adequate diet, and nutrition education for all persons; the importance of good nutrition and well being to the productiveness of the Nation.

We call upon the President and the Congress for immediate enactment of such other powers and appropriations as are needed to carry out the national nutrition policy reaching from national to State and local levels.

National food and nutrition education programs have been seriously reduced in effectiveness by fragmentation among agencies at different levels of government, and by the forms of the programs themselves. Nutrition education, without sufficient national priority, staffing, and funding in either the public or private sector, has had little impact.

Essential to eliminate the present national disgrace of hunger and malnutrition is a national office to establish and implement a national nutrition policy, develop more effective solutions, coordinate existing food and educational programs, and in general to serve as a catalytic national force. This office should have adequate consumer and professional representation and adequate authority and funding to permit maximum effectiveness. It should have authority to—

> Propose necessary legislation to the President and the Congress as well as evaluate all legislative proposals pertaining to food, health, and social programs.
>
> Conduct periodic dietary surveys, conduct and coordinate nutritional status investigations and related research on population groups in the Nation.
>
> Provide consultation and assistance to the food industry in developing more nutritious food, as well as its food product advertising and nutrition education programs, and in development of food product labels which provide nutritional information in a form easily understood by the buying public.
>
> Stimulate food and nutrition education programs of State and local nutrition coordinating committees, set standards, and provide resources and materials for their use.
>
> Prepare and distribute a national nutrition directory which provides information on resources in the area of food and nutrition at the national, State, and local levels.
>
> Make provision for a nutrition education media center and clearinghouse for the development of nutrition education materials and methods, and to provide for the training of nutrition personnel.
>
> Provide for research leading to the development and marketing of a greater variety of enriched foods.
>
> Provide grants to colleges, universities, and agencies, both public and private, for programs to train allied health workers in nutrition and development of innovative nutrional education techniques.
>
> Evaluate nutrition education and plan periodic national food, nutrition, and health conferences.

It is recommended that there be created immediately a national nutrition unit to assume leadership and responsibility for the total food and nutrition needs of the Nation with immediate attention to the alleviation of hunger and malnutrition and with adequate funds and authority to implement our national nutrition policy and other recommendations of the White House Conference on Food, Nutrition, and Health.

PANEL IV-4: Popular Education and How to Reach Disadvantaged Groups

Chairman: Philip L. White, Sc. D., Secretary, Council on Foods and Nutrition, American Medical Association, Chicago, Ill.

Chairman (Subpanel on Deception and Misinformation): Felix Forte, Associate Judge of the Supreme Court, Commonwealth of Massachusetts, Boston, Mass.

Panel members

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Robert R. Pauley, President, Mutual Broadcasting System, New York, N.Y.
A. L. Powell, Director of Communications, The Pillsbury Co., Minneapolis, Minn.
Charles L. Sanders, Managing Editor, Ebony Magazine, Chicago, Ill.
Saul Schur, Educational Consultant, Seventeen Magazine, New York, N.Y.
Bishop Fulton J. Sheen, Bishop of Rochester, Rochester, N.Y.
Jesse Walker, Editor, Amsterdam News, New York, N.Y.

Subpanel members

Chairman: Felix Forte, Associate Judge of the Supreme Court, Commonwealth of Massachusetts, Boston, Mass.
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Ronald M. Deutsch, author, Laguna Beach, Calif.
Oliver Field, LL.B., Director of Research, Department of Investigation, American Medical Association, Chicago, Ill.
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Consultants

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REPORT OF PANEL IV–4

PREAMBLE

The task of the Panel is twofold:

1. To propose immediate steps to increase awareness of present nutritional problems in America—on a national scale, and in a way that will motivate many groups and individuals to actions; and
2. To propose additional steps to improve understanding of good nutrition by all Americans, including the disadvantaged.

The panelists feel that one basic right of individuals in our society is the right to proper food. But in order to exercise this right effectively, every citizen must know enough about foods and nutrition to choose for himself those foods which will supply his nutritional needs.

It is clear that a great many of our citizens lack this necessary knowledge—both rich and poor, educated and uneducated—despite the great range and influence of our educational system, and our communications media. In fact, the gaps in our public knowledge about nutrition, along with actual misinformation carried by some media, are contributing seriously to the problem of hunger and malnutrition in the United States. We feel that the Nation does not have the coordinated, stimulating program of nutrition education we need in order to see to it that our citizens are well fed. It's time we had one.

We, therefore, propose several specific steps to engage the power of our communications and education systems, particularly the so-called mass media, to improve the nutritional knowledge of the general public, including the disadvantaged.

The job of education is one for the entire country, in many places and on many levels, involving both public and private groups, and including the communications industries, but not limited to them. Funds and action will be needed from many sources. The motive force for this new program needs to come first of all from a sense of national urgency and from specific actions on the part of the executive branch. These are suggested below.

The educational task is a difficult one, complicated by the great variety of America's cultural patterns, eating habits, and emotional prejudices; by the complexities of nutrition science; and by the rapid changes taking place in food technology and marketing. Most particularly, the problem centers on the question of how to make people want to learn—the problem of motivation. As things stand, people are notoriously uninterested in nutrition education. Not only must their interest be aroused, but many of their deep-seated behavior patterns must be changed.

In this sort of public education, the media of mass communications have a powerful role. Such a medium as television, for example, is an intimate part of most people's lives and is a major factor in affecting their attitudes, in bringing them information, and in setting their life styles.

The so-called mass media have several points in common: They attract audiences. They reach people on the emotional level from which their motivations spring. They can bring the facts of good nutrition directly to audiences "where they're at"—in front of the television set, reading the daily newspapers, listening to the radio, watching movies. They can use the popular elements of drama, entertainment, human interest, audience involvement, visual impact.

Professional specialists in communications are expert in choosing the media that are most efficient in reaching their intended audiences, and packaging the information in the forms that are most effective for these audiences. The specialists can often be helped greatly by close contact and collaboration with their audiences, for example, among the disadvantaged.

Some of the target audiences are relatively small and localized by national standards of mass media, but nevertheless can be effectively reached by mass communications techniques. The mass media, as we interpret the term, will therefore include not only the giant media of television, radio, newspapers, and magazines, but also many informal media, some of which involve direct personal contact with the audience, such as cooking contests, church bazaars, health fairs. (See addendum to recommendation No. 2.)

The central recommendation of this panel, recommendation No. 2, is a mechanism by which the skills and techniques of the best professional people in communications can be brought to bear on America's problems in nutrition education, viewing these problems on a national basis, and seeing to it that the country's educational efforts are truly effective.

We feel that the program of education should be started at once, but should be thought of not as a crash campaign of limited duration but as a long-range undertaking—in fact, a continuous process that should go on indefinitely, with continual reassessment as audiences change, conditions change, knowledge changes, and the media change. For full effectiveness, the program should include a system of surveillance that will spot problems in nutrition education as they emerge, locally or nationally, and see to it that the problems are taken care of promptly.

Education is not a substitute for food; and the Panel is well aware that educational programs directed to the disadvantaged will have a negative effect unless the disadvantaged have the food they need in order to live a proper life. Indeed, education programs without food would be insulting. Food is the first priority.

But to feed themselves properly, our citizens need more than food. They need also enough knowledge to make the right food choices. This is the task of education we face.

Recommendation No. 1: ADEQUATE FOOD SUPPLIES FOR THE POOR ARE ESSENTIAL BEFORE GOOD NUTRITION IS POSSIBLE

We cannot realistically recommend educational and mass communication actions without also adding our voice to those that have been raised in behalf of more adequate food supplies for the poor.

Nutrition education for those who cannot afford to buy the necessary foods merely adds a further hurt to the terrible pain of their poverty. It insults still further what little may be left of human dignity among these poor. It beclouds the real problem of the poor, which is food supply, because before there can be adequate nutrition, there must first be food.

Nutrition education without food for everyone would reduce our concern to an effort for only part of the population—those who can afford the foods which nutrition wisdom will, hopefully, lead them to buy. It will leave undone the more urgent task of proper nutrition for the poor and leave the erroneous impression that the job is being done.

Thus, ironically, the more effective the nutrition education program, the more obscure may become the urgent need for food supplies for the poor.

We urge that proper action must therefore be taken to assure that adequate food supplies are available to all as soon as possible so that the nutrition education program will be universally effective.

We recommend: That the President and Congress immediately take the necessary actions to guarantee that the poor are given the means to buy their own food supplies in amounts and of the quality deemed necessary to assure proper nutrition.

We recommend therefore:

1. That the President of the United States declare a state of national emergency for hunger;
2. That the President and the Congress should take the necessary steps to guarantee an income which provides at least the living standards reflected in the low-income family budget of $5,915 reported by the Bureau of Labor Statistics in 1967, and is also consistent with the philosophy that the people should have freedom of choice in their purchasing dedecisions;
3. That the necessary food reforms in the food stamps and commodity programs be accomplished to insure that no Americans go hungry;
4. That a national child feeding policy be declared—such as a universal free lunch program;
5. That the operation of food aid programs be taken out of the Department of Agriculture and transferred to the jurisdiction of the Department of Health, Education, and Welfare.

Recommendation No. 2: THE PRESIDENT SHOULD ESTABLISH A PERMANENT TASK FORCE TO DEVISE AND EXECUTE A PROGRAM FOR NUTRITION EDUCATION THROUGH THE MASS MEDIA

The development of a bold, vigorous program in popular education in nutrition is imperative to assure that everyone in America has the best possible knowledge of how to feed himself properly. This program would seek to—

1. Create awareness of basic concepts of good nutrition in all Americans. Different forms of malnutrition exist at all income levels. The disadvantaged will reject programs directed solely at them.
2. Focus as sharply as possible on the segments of our population that are nutritionally the most disadvantaged.
3. Motivate them to want to do something about it.
4. Plan for coordinated followup by informed local contacts and programs that provide put-into-practice information (such as recipes, menus, and grocery buying lists.)

We recommend:

That the President appoint a special task force of top representative communications professionals to plan, devise, and execute an immediate and continuing program of mass communications in behalf of nutrition education. All arts and techniques of advertising, promotion, and public relations should be employed for the campaign. The task force should stimulate and coordinate the efforts of other groups as well as devise programs of its own.

The task force should be organized immediately, not later than March 1, 1970.

One primary action goal is to motivate people to want and seek out nutrition education where it is available or to welcome it when provided, in the case of our most disadvantaged groups. One basic purpose of this program is to assist existing nutrition agencies to improve their educational and informational materials and to create greater demand for their efforts and services.

It should be an independent group financed with funds from a variety of public and private sources. It is estimated that the task force would require an appropriation of $1½ million in order to initiate and execute its activities for the first year. Contributions from other sources, including time and space equivalents from the media, will be worth many times this.

It should have a long-term existence and its programs should be sufficiently flexible to take account of changing nutrition problems among the population, changing foods, and changing media.

It should concentrate particularly on the needs of the nutritionally disadvantaged and the more vulnerable groups, such as infants, youth, pregnant women, the aging, minority groups, and inmigrants, but should be flexible enough in its programs to handle the educational problems of other groups as well.

The task force should be guided in its work by the following stipulations:

1. The task force should maintain a continuous, close contact with all activities in nutrition information and education, particularly in problem areas, linked to a program of action where action is needed.
2. The task force should offer expert advice to independent groups and governmental agencies in connection with programs they operate.
3. The task force should have available the advice of nutrition scientists, social scientists, including students of motivation, of educators, and of specialists in communications, marketing, and advertising. Of paramount importance, it should consult with and be guided by representatives of the racial and cultural groups to be reached. It should establish and maintain close contact with such central information services as the Federal Inter-Agency Media Committee, the Inter-Departmental Committee on Nutrition Education, and the National Audio-Visual Center (National Archives).
4. The task force should enlist the support and cooperation of food companies and their industry groups, foundations, and other private donors.
5. The problems of good nutrition being of national concern, the group should function on a national scale. However, it should certainly have close contact with local and particular situations and should devise special programs to deal with special problems.
6. Since educational materials and resources already developed are widely scattered throughout the country, with no central repository, the task force should establish a national information service to see to it that the most effective educational materials (including audiovisual materials) are available for the use of all involved with nutrition education at any level. Periodical listings should be published.
7. The task force should enlist the interest of important popular personalities to help where they can in spreading good nutrition information in the media in which they appear: sports figures, actors and entertainers, and disc jockeys, particularly those who are popular among the nutritionally vulnerable groups.
8. The program can have an identity in the form of a copyrighted graphic symbol and a slogan to aid in its popularization. The idea of good nutrition must be easy to identify wherever it is written about, or wherever it is talked about or exhibited.
9. The task force should address itself to the need for the reconciliation of some basic concepts and techniques in nutrition education. There is need for an evaluation of the general applicability of the stylized four-group, daily food guide. Variations of food groupings may be required to suit different audiencies.

For further detail on the activities of this task force, see the addendum and the supplementary report appended hereto.

Recommendation No. 3: STRENGTHEN THE LAWS REQUIRING PUBLIC SERVICE TIME ON RADIO AND TELEVISION

It is impossible for the American people to obtain proper nutrition education without the planned availability of the mass media of public information and entertainment—radio and television.

Their effective use for the education of the people is severely hampered by the fact that such media as radio and television are operated and managed by private interests with almost total control over their air time, though they are licensed by the Federal Government. Radio and television licenses do require that a portion of the broadcast time be devoted to public service programs but the decision as to which public service effort is to be given air time is left to station management. So is the decision as to which time is to be given. So is the decision as to how much.

Nutrition education, as the President has said repeatedly, is a matter of first priority. Therefore, it cannot be cast in a beggar's role with radio and television stations for air time which is the people's property to begin with.

Any nutrition education program must have the assurance that it will have at least as much exposure to the people through their mass media as is received by any selling effort on radio and television in behalf of major cigarette brands, automobiles, or airlines or other major consumer product selling efforts. These are not impugned. We merely say that nutrition education should get at least as much mass media support.

The educational programs to attack malnutrition and hunger are too critical to be built on the traditional haphazard basis of soliciting, hat in hand, the cooperation of radio and television outlets.

The time has come when such cooperation must become an unequivocal obligation.

Mass media of communication to the people must be restored, at least in part, to obligatory service to the people. Such service must not be at the station's discretion either as to the amount of time or as to its quality.

To a lesser extent, the print media should be expected to fulfill a similar obligation even though they are privately owned and are not licensed by the Government. Nevertheless, privileges like the second-class mailing permit are sufficient grounds to require obligatory use of a certain amount of space for the nutrition education effort.

No question of freedom of the press is involved nor is any infringement of that basic right intended. We are not talking program control or content censorship.

We are talking time and space. We are saying that the present loose arrangement with respect to "public service" time be formalized and taken out of the hands of those who operate the air waves for profit under license from the people and be made an absolute obligation in behalf of such efforts as nutrition education.

We would be fooling ourselves and the people if we permitted the belief that formidable mass media efforts can be executed in any other way. Everyone who has ever marketed a product or an idea knows this. It is time we acknowledged it as public policy.

We recommend:

> That the President should take and/or recommend the actions necessary to require of all radio and television station licensees that they prescribe that 10 percent of their broadcast time be set aside for obligatory public service communications programs of the Federal Government, such as the recommended nutrition education effort.
>
> That the stations and networks should cease to exercise their present controls over which time period or how much time is to be allotted. The 10 percent suggested should be pro-rated over the various time periods on the basis of 10 percent of each time period.
>
> That appropriate safeguards be established so that rights of station operators are not infringed, that an appropriate certification procedure be set up by which communications programs in the public interest can be approved and protected from bias or political distortion or expropriation.
>
> This would require an examination of existing legislation and other regulations governing the licensing of radio and television stations to determine if the recommended action is possible now. If not, then the President is urgently requested to recommend such necessary legislation and/or regulations to achieve it in the shortest possible time.
>
> We consider this to be a matter of prime national urgency.

Recommendation No. 4: USE OF MASS MEDIA FOR TRAINING NEIGHBORHOOD LEADERS

The importance of leaders with whom the disadvantaged communicate and with whom good rapport is established is not to be underestimated. The cadres of people in between the professionals and the target groups that must be reached play a most important role in conveying the message from one group to the other.

Neighborhood leaders must be trained so that the communications gap between the experts and the disadvantaged will be lessened.

One particularly effective medium is closed-circuit television with "talk balk," which provides:

1. Involvement of neighborhood leaders;
2. Immediate answers to questions without the use of a telephone or microphone;
3. Bilingual approach (leaders can ask questions in Spanish, English, or other appropriate languages).
4. Immediacy (problems dealt with immediately; not pretaped; does not have to fit into a structured time slot nor a neat package);
5. Glamour and appeal of show biz—developing personalities who are potential leaders seeing themselves on television;
6. Identification with neighborhood leaders they know;
7. Dialog without travel.

The technique of closed-circuit television involves a central broadcast facility (such as the University of Connecticut Radio-Television Center) which permits two-way audio with or without television. All locations are wired for microwave transmission. Viewers can ask questions spontaneously and don't have to use a microphone or a telephone. Dialog is possible with viewers all over the State (or beyond). Immediate problems can be dealt with. Closed circuit is really very "open" since there is no time limit and open dialog is afforded everyone.

We recommend: That professional centers be established for the training of neighborhood leaders in the subjects of foods and nutrition, using modern media wherever possible, such as the program of closed-circuit television at the University of Connecticut, and calling on the cooperation of such groups as the Cooperative Extension Service and the Corporation for Public Broadcasting.

Recommendation No. 5: FOOD DELIVERY SYSTEMS AS AIDS IN EDUCATION

"The propaganda of events is stronger than the propaganda of words," a wise communicator once observed. The best education is education by example, with the learner directly involved in the experience.

Every current and future food program should serve not only as the means to deliver the appropriate food to special target groups but also as a demonstration to these people of what proper nutrition is.

The school lunch program, for example, should also be employed as an opportunity to make the child aware of the nutritional reasons for serving the particular combination of foods he finds in his lunch. Over time, this information, coupled with the actual eating experience will do much to increase the nutrition knowledge of our future adult population, particularly among those who come from disadvantaged families.

We recommend: That all food delivery systems and programs, including the food stamp program and school lunch program, should contain some form of nutrition education insofar as possible without hampering the delivery of foods.

Recommendation No. 6: CONTINUATION OF STAFF POSITIONS—WHITE HOUSE CONFERENCE ON FOOD, NUTRITION, AND HEALTH

The feeling of the panel is that the White House Conference on Food, Nutrition, and Health has already established a high degree of public consciousness of the challenges of hunger and the need for better public understanding of good nutrition, and in view of the urgency of these problems, feels that the momentum accomplished by the conference should not be lost. This momentum should in fact be used as the beginning of the full-scale national education effort described in this report.

We recommend: That a sufficient nucleus of the White House staff which so effectively organized the conference be retained in the executive branch to implement the recommendations of the conference and to facilitate the appropriate actions of the various agencies of the Government and other cooperating groups in carrying out these recommendations.

SUPPLEMENTARY REPORT

During the deliberations of this Panel, many ways of reaching the target groups have been described and discussed. Many have great merit and are described in the following pages.

RADIO, TELEVISION, NEWSPAPERS, MAGAZINES, AND BOOKS

These mass media of communications have, in the past, devoted a very considerable effort to programs on food and nutrition, and have contributed in a major way to our national awareness and understanding of good nutrition and of our current nutritional problems. Writers on such subjects as cooking, home economics, wise shopping and infant care have made some of our most notable contributions to public education. Certain magazines and newspapers have extended their activities to include excellent programs of lectures and demonstrations. Television and radio stations have contributed effective programs on such subjects. Documentary radio and television programs, on commercial and public networks and stations, have helped to acquaint their particular audiences with some of our current food crises.

The Panel commends such efforts, and hopes that they can be broadened and strengthened in the future.

Two specific new functions might be considered in this connection, perhaps as an assignment for the task force in communications referred to in recommendation No. 2:

1. An advisory service for the writers or producers of television and radio programs, and perhaps for other media, to provide them with reliable information on food and nutrition that they can weave into their programs. Similar advisory services (on different subjects) are provided by such groups as the Atomic Energy Commission, the Coast Guard, the Red Cross, and the Public Understanding of Science program of the American Association for the Advancement of Science, as well as the public relations representatives of many business firms. In some cases, the advisory services extend to the suggestion of ideas or specific materials for programs or to actual collaboration in the preparation of shows.

   Entertainment shows such as television soap operas, for example, frequently use plot ideas drawn from factual sources. These might well be drawn on occasion from the subject matter of nutrition, providing that subject matter can be presented in clear and dramatic form, e.g. depicting possible actions to correct specific cases of malnutrition. The situation serials, the quiz shows, and the interview shows are standard entertainment for many of our most important audiences, particularly among women. Children's programs, both commercial and noncommercial, are important outlets for nutrition information.

2. Enlisting the interest of important popular personalities to help where they can in spreading good nutrition information in the media in which they appear: Sports figures, actors and entertainers, and disc jockeys (particularly those who are popular among the nutritionally vulnerable groups).

MOTION PICTURES

While theatrical entertainment films are made and marketed in a commercial framework different from that of the media listed above, the film medium can nevertheless have a very powerful effect on its audiences. Three important possible uses of the film medium are:

1. Short movies on nutrition for movie theatres in Spanish-speaking neighborhoods. The films might be made in a style similar to that of television commercials and circulated through motion picture advertising channels.
2. Educational films for schools (including loop films, slide films, and strip films as well as motion pictures).
3. Special films for special groups (such as community gatherings and demonstrations). For example, a film on good, basic cooking, emphasizing nutrition problems, in which the performers are Negroes and which is therefore particularly acceptable to Negro audiences.

ADVERTISING

The Panel recognizes the power of advertising in molding public attitudes and strongly endorses the idea of a national campaign by the Advertising Council to drive home to the general public the importance of good nutrition. Donors, all private, to the Advertising Council during its 27 years—have contributed four billion dollars worth of services and facilities to causes for the public good, and resulted in many famous slogans—from "A Slip of the Lip can Sink a Ship" to "Keep America Beautiful."

Following past practice the Advertising Council campaign might be expected to use mainly the formal media of advertising: Television and radio spot commercials; television slides; posters; billboard; car cards; print advertisements in magazines, newspapers, company publications, and the business press; lapel buttons and bumper stickers;

and on some occasions, perhaps cartoon books and licensing arrangements for dolls.

The Panel suggests that the Advertising Council campaign, if initiated, should for best effect continue over a considerable period of time. The campaign of the Advertising Council can help set the stage for many other activities that are mentioned in other parts of this report.

As to reaching the nutritionally most vulnerable groups, including the poor, aging, and special-case minority groups, one Panel member says:

> These specific population groups gravitate principally to two media, television and radio. They are mostly non-readers. Neither newspapers nor magazines do the job. Rather they are heavy viewers of television and complement this TV habit with radio, particularly the new music stations. In order to speak to these people, I would suggest an important use of spot television and radio—spots in those shows that have a high preponderance of lower income, less educated audiences—disc jockeys who have great following among the ethnic segments. The job is not an easy one, so the Panel pleads for quite a bit of frequency. TV and radio spots telling our story over and over again until that message becomes a part of their thinking. Separate campaigns should be considered for each segment of the target group.

Two advertising techniques—the graphic symbol and the catchy slogan—are singled out by the Panel as having special promise in drawing public attention to the nutrition campaign.

General Public Education

Neither the formally recognized mass media nor advertising can in themselves do the entire job of public education. In fact, the field of informal public education (outside of the mass media and the formal curricula of schools) is so vast and so filled with activity, and works through so many channels, governmental and nongovernmental, that it is probable that the most important phase of the nutrition education program will take place in these informal channels.

Certainly, the informal channels are vital in reaching the many who don't read or don't watch television or listen to the radio or who don't get the information they need by any of the standard routes.

A few of the countless informal media are listed here, without any attempt at categorization:

Cooking contests
Cook books, especially for economy cooking
Cartoon books
Street fairs
Educational theater
Puppet shows
Juke box records and other records, especially for teenagers
Supermarket displays and demonstrations
Teenage social programs
Church bazaars
Women's club lectures
Visiting nurses' associations, especially of practical nurses
Teaching programs for pre-school youngsters and their mothers
Stuffers in cereal boxes
Home study kits

The activities of private groups of all kinds are contributing to the education process, from small country churches to food manufacturers and food industry associations. The television and radio commercials advertising food products can frequently blend in good nutrition information without upsetting the sales message, especially those featuring recipes.

A mass education campaign should see to it that these many media are used as effectively as possible. This means a mechanism for continual monitoring of promising activities around the country. The monitoring should certainly include some attention to school curricula and to extracurricular school activities. Most importantly, there should be a prompt pinpointing of the most serious gaps in popular education and an immediate effort to do something about them. For instance, if an area is found where there is a serious problem, a "test market" campaign might be run using all forms of communication. If successful, this can serve as a prototype for similar efforts elsewhere.

As expert and imaginative workers apply themselves to the education problem, new ways of communicating will be developed, and even new media. To illustrate, here are a number of activities that have been suggested by panel members, some perhaps already in effect.

1. Work with top management in factories where some of the disadvantaged are employed to give "time on the job" to see and hear meaningful programs with discussion after the presentation in the plant.
2. Buildings or centers offered to the disadvantaged where they can come and present their problems.

3. Informational materials passed out at point where food stamps are distributed, emphasizing the essentials of a balanced diet.
4. Programs to educate the operators of nursing homes on the importance of nutrition in the well-being of their patients.
5. Educational materials for midwives on the importance of good nutrition—midwives being a major influence on the food habits of many new mothers and expectant mothers among the disadvantaged.
6. Educational programs for migrant workers.
7. A central source of prepared radio materials on good nutrition to be broadcast for small ethnic groups—e.g., in the Navajo language or in Eskimo language. For example, radio station KCOR AM–FM in San Antonio has given a great deal of public service time to its own messages on nutrition, prepared with local experts, directed to the Mexican-American community, who tend to live on corn and beans. There are many "ethnic" stations with lesser resources that cannot afford to prepare such messages; they would welcome outside help. The KCOR messages are of limited use, for example, among the Puerto Ricans in New York, who like different foods.
8. Aid in distributing educational materials already prepared, e.g., a series of 3-minute educational spots done at ETV station KLRN, San Antonio, under the title "Tia Luisa," with support from the Moody Foundation. Can these be used elsewhere?
9. Good educational materials for grade schools and high schools on the biochemistry of nutrition, e.g., films or books on the design of life support systems for space travelers might interest youngsters.
10. A house magazine or newsletter to be circulated to all the different groups working in the field of nutrition education, public and private, telling them what's new in nutrition, what's new in the media they're using, and what the new problems (gaps) in public understanding are, based on the findings of the task force.
11. Informational materials on good buying practices made available free in grocery stores and supermarkets.
12. Prizes or other recognition for successful programs in nutrition education.

MEASURING RESULTS

Most intelligently-conceived programs of education have built into them a system of checking to let the educators know how well their work is succeeding and particularly where their efforts need to be improved or intensified. It is a tremendous task to check results in a mass education effort like the one we are discussing. We are not in a position to give quizzes or final examinations or to check on the changes in everyone's behavior; and will need to rely on statistical measurements and on the kind of surveillance system mentioned eariler in this report.

Nevertheless, we need to assign ourselves the task of measuring results, if we are really to raise the level of nutrition education to the point where our population is no longer in jeopardy from malnutrition. It is worth repeating here that the program of education needs to be a continual one over a long period of time; hence the measurement of results, too, will need to be a continual process.

HOW PEOPLE LEARN

Tone, manner, and feeling are crucial to the success of this task in public education. The panel has a number of informal recommendations about the general style of the campaign. Too often in the past, nutrition education has carried with it an air of dullness, didacticism, and condescension—an attitude of "do this or else"—that actually antagonizes the audience. Future programs should avoid this pitfall.

When teachers have important information to pass on to others who don't have it, there is an inevitable temptation to act the pedagogue—a temptation that must be resisted in this campaign. The biggest job in nutrition education is to look at the problems through the eyes of the people who need to learn, remembering that they may not realize their need. To do this, one needs to start on the student's own level of interest, and to talk to him in terms with which he is familiar and comfortable.

Some of the Panel suggestions are noted below:

1. Any approach to the nutritional problem should be on a personal basis and not on the basis of ethnic groups and categories. Don't generalize "from the top". Be concrete, personal, immediate. The problem is not "malnutrition". The problem is *this* child, *this* man, *this* old person.
2. Avoid invidious comparisons between groups: well-fed vs. ill-fed, black vs. brown vs. white. People want to be judged not by facts outside of themselves or by the way other people live but by their own worth.
3. To engage people's attention, create events that will attract them on the basis of their own interests.
4. Make our "comfort" groups more conscious of their responsibility to society to avoid waste. We throw enough food into the garbage pails of the United States each week to feed millions. "Avoid waste" might in itself be a good national campaign.
5. Relate the entire nutrition program to other matters of serious human and social concern: physical fitness, heart disease, alcoholism, narcotics and crime, consumer education.
6. Involve the disadvantaged people themselves in the educational program. Get them to express their own needs and desires and to work out their own ideas. At the same time, seek out those who are in need of education but do not come to look for it.
7. Use existing groups as agents in the educational process—neighborhood groups, black associations, athletic groups, church groups.
8. Work through the leaders with whom the disadvantaged communicate and have rapport.
9. Work through children. Reach people through their children.
10. Find a new word to use instead of "nutrition," which sometimes sounds tired and unappealing.
11. Repeat the message over and over. The audience is always changing, and the more any one person hears our message, the greater the impression it will make on him.

A final suggestion is to emphasize the positive aspects of nutrition more than the don'ts, the "no-nos" and the terrors. Good nutrition * * * good eating * * * not only is enjoyable in itself, it is also the basis for the better, more enjoyable life we all aspire to. An emphasis on the rewards of good nutrition can be one of the most powerful appeals in the educational campaign.

CURRENT PROGRAMS INDICATE OF NEW ACTIVITIES IN NUTRITION EDUCATION

A pilot research project at the University of California in Berkeley designed to educate the "hard to reach" poor families and to "help improve the nutritional quality and adequacy of individual and family diets within the economic means of the family." The project (headed by Dr. Ralph D. Smith, an extension communications specialist) is working with poverty-stricken blacks, with Mexican-Americans, and with low-income white families. It employs 360 women from poverty areas as part-time aides in nutrition education.

A "children's centers program" sponsored by the State Department of Education in California, providing educational supervision and instruction for children between the ages of two and six.

Research with Negro families in Beaufort County, S.C., being conducted by the University of South Carolina, to learn how best to educate them about the essential facts of good, nutritious food.

A study of the best methods of providing nutrition education for the poor people in the lower Mississippi region, being conducted by Dr. Joseph Beasly of Tulane University.

Research on nutrition education of the needy, which has provided new information on how to help poor people spend their money more wisely, being conducted by Quaker Oats Co. in the black ghettoes of Chicago. This project includes a free 10-week course conducted by a Negro home economist and presumably has revealed a great many things that neither the marketing people nor the local welfare people knew before.

The testing of a new "doubly enriched" nutritive product in a big city ghetto, a nonprofit program being done by Pillsbury Co. for the Office of Economic Opportunity, in an attempt to tell what types of advertising appeal to the various racial groups in these areas.

Three pilot television programs for nutrition education of the needy being prepared by the educational television station in Boston.

An educational program by the Food and Drug Administration to make people more aware of the labeling and quality of the foods they purchase. This service, in Harlem, provides telephone counseling service in both Spanish and English.

A series of three half-hour television programs by National Educational Television, intended for boys and girls, emphasizing basic food groups. It is supported by the Nutrition Foundation.

A television program called "Katie's Place," produced by the Alabama ETV network under a grant from the Extension Service of the U.S. Department of Agriculture.

Addendum—Recommendation No. 2

The following suggestive outline is for the information of those who may study Recommendation No. 2, but may not be familiar with the areas of activity in which communications professionals function.

For instance, choice of a medium of communication is decided by the particular message and the audience. Simple nutrition facts offered by a Mexican guitarist being interviewed by a radio disc jockey might have particular appeal for a Spanish-speaking audience.

THE MEANS OF COMMUNICATION

1. Print:
    - (*a*) Newspapers and magazines. A massive campaign would reach daily, weekly and monthly publications with appropriate audiences. Magazines and large newspapers would be encouraged to develop their own nutrition stories. The foreign-language press and other small papers might prefer ready-to-use materials:
        - (1) Accurate recipe and menu columns; related buying information (in pictures and appropriate languages, where needed).
        - (2) Nutrition information columns—simple.
        - (3) Short "filler" material.
    - (*b*) Materials normally used by the Advertising Council:
        - (1) Advertising in the above media (also television and radio—see below).
        - (2) Billboards, posters, car cards, buttons, etc.
    - (*c*) Books and pamphlets, large-type flip charts.—Prepared by working with community groups so that materials relate to local community needs and interests coordinate with messages on mass media.
2. Radio and television:
    - (*a*) Spot announcements on radio and television, the latter using a graphic campaign identity symbol.
    - (*b*) Dramatic programs and serials where nutrition information can be used effectively in script form.
    - (*c*) Interview shows, "talk" shows, panel shows.
    - (*d*) Children's programs.
    - (*e*) Women's interest programs.
    - (*f*) Closed-circuit telecasts into neighborhood centers, with a phone hookup so viewers can call in questions, get answers in their own languages.
3. Film:
    - (*a*) Shorts for neighborhood theaters, perhaps in foreign languages.
    - (*b*) Loop films, slides, strip films and motion pictures for use in school, in clinic waiting rooms, etc.
    - (*c*) Special films for special groups as on cooking.
4. Person-to-person contacts: Neither formally recognized mass media nor advertising can do the entire job of public education. The informal channels of communication have great importance. They can be used alone but are especially effective used with the mass media.
    - (*a*) Followup recipe, menu, and buying tips pamphlets.
    - (*b*) Street fairs, puppet shows, educational theater.
    - (*c*) Neighborhood social programs.
    - (*d*) Supermarket displays and demonstrations.
    - (*e*) Simple nutrition teaching coordinated with lunch in day-care centers; information programs for parents.

(*f*) Informal education from visiting nurses, etc.

(*g*) Lectures and other programs for women's clubs, church groups and other organizations such as PTA's.

(*h*) Programs for Scouts, Future Homemakers, etc.

(*i*) Help in developing or presenting programs for such groups as Rotary, Kiwanis, Elks.

(*j*) Home study kits.

(*k*) Cooperative promotions with industry.

(*l*) Seminars in factories, using films and discussions.

THE MESSAGE TO BE COMMUNICATED

The mass media should be used to reach the television viewer, radio listener, newspaper and magazine reader—even the nonviewer and nonreader, with:

1. Specific points of basic nutrition.
2. Motivation to obtain and apply this information.
3. Emphasis on what malnutrition is—at all income levels.
4. Scope of nutrition as it relates to physical fitness, heart disease, alcoholism, narcotics, crime, mental health, consumer buying, etc.

Report of Subpanel on Deception and Misinformation

A SUMMARY OF THE PROBLEM

No other area of the national health probably is as abused by deception and misinformation as nutrition. Many travesties cheat the public of enormous sums of money, and of good health as well. Yet the American people falsely believe they are well protected, both by Government and by the ethics of commerce.

In many cases, the lie is a promise of extraordinary health value in some special food or system of eating. Scientists agree that the usual American diet is adequate for health. And Federal experts and agencies concur.

In many cases, labels, advertising and packaging imply a quality, quantity or content that is false. Here those who cannot afford poor food choices are especially exploited. The poor, in particular the old, the ill and the least educated, are cruelly victimized as they spend meager food dollars for needless high-priced supplements and "health" foods. Or they are lured by advertising that suggests falsely that certain cheap, widely sold products, because they contain a few added vitamins or minerals, can replace usual foods or even whole meals.

Often, proper medical care is delayed by a mistaken expectation that food can cure or prevent disease. This can be outright quackery. Or it can be the irresponsible spread of misinformation as in the many specious plans for reducing that are foisted on the 20 percent of our population whose health is threatened by overweight.

The total medical and financial damage is unknown. It must be measured. But even while such measurement is being made, certain defense actions are urgently needed. And they are many years overdue.

The problem is complex. It ranges through the Nation's entire food and marketing system and blends with such fields as publishing and broadcasting. Yet in one view, it is simple, resting with three basic rights of the consumer, long denied:

The right to know.
The right to be heard.
The right to be protected from hidden exploitation.

The following recommendations seek to guarantee these rights, without impinging either on the freedoms of expression or the free competition of the open marketplace. But it is emphasized that this guarantee is not a job for government alone. For each right also implies a responsibility—to know, to voice complaint, and to help protect the rights of fellow citizens. The recommendations also seek to make possible the exercise of these responsibilities.

In general, it may be said that food and nutrition deception and misinformation can be virtually eliminated in the United States at a price that appears to be only a fraction of its annual cost to the Nation today.

Recommendation No. 1:

In general, Federal laws are adequate to protect the American from being deceived or misinformed. But these laws are not being obeyed or enforced as they should be. Certain bottlenecks must be removed.

Particularly, the involved Federal agencies are handcuffed by certain administrative policies, and by lack of staff, funds and facilities of a relatively minor order. These flaws often result in poor coordination of agencies, wasted effort, weak surveillance and months or years of delay in action, which permit impunity for violators and a constant barrage of deception for consumers.

The following subrecommendations are made to give the laws and the agencies the force and effectiveness that the public expects them to have:

1. At present, the involved Federal regulatory agencies (especially the Post Office, Food and Drug Administration, Federal Trade Commission, Department of Agriculture, etc.) coordinate their work in a very informal manner. Sometimes there is a failure to exchange needed investigative information.

   A coordinating body is urgently needed. That body seems already to exist in the Office of Consumer Affairs.

   The Office of Consumer Affairs should be charged with coordinating the activities of those agencies that regulate food deception and misinformation. It should hold regular meetings of agency representatives so that these representatives can decide on jurisdiction of questionable cases and complaints. It should follow up investigations and prosecutory actions to make sure they are promptly taken care of. It should have free access to records of the agencies to make certain there are no needless delays of action and no delays in the free exchange of information and expertise. It should channel complaints from Congress, from citizens and other agencies. Above all, it should be charged by the Office of the President with expediting defenses against deception and misinformation and have the full support of that Office. In general, it should serve as a watchdog to report regularly on slowdowns or inefficiencies that might be corrected by better administration, budget additions, executive orders or legislation.

   Finally, it should seek to foster cooperation between the agencies and the Department of Justice, which prosecutes the resulting cases, and be alert for any failure of the protective system at this juncture. Sufficient budget must be provided to enable the OCA to perform these functions.

2. All pertinent agencies report that the prosecution of cases involving food and nutrition has been given a low priority. In view of the constant distortion of the public's understanding of nutrition, the great size of the public cheat (as reported by several agencies for at least a decade) and the hazard to the public health, a higher priority for food matters is urgent. It is respectfully suggested that the Office of the President should so state in messages to the appropriate agencies.

   Such priority, however, should not be at the expense of other important matters. Additional responsibility should not be assigned without suitable additions to budget. Since the entire Food and Drug Administration budget is now less than 40 cents per capita per year, such additions should not be a burden to the economy. The dollars saved for the consumer should be far greater than the pennies of additional cost for the consumer.

3. The Federal Trade Commission has in recent years done very little to control deceptive and misleading food advertising. It has had neither sufficient staff, nor budget, nor facilities to do very much more than meet its other responsibilities.

   It has been recommended by a floor vote of panel participants that the food-advertising responsibilities of the Federal Trade Commission be transferred to the Food and Drug Administration, on the model in which prescription drug-advertising was transferred and for much the same reasons of efficiency and economy. The panel urges that a study of this proposal should be made by an appropriate office of the administration.

4. If No. 3 of this section is not implemented, it is urged that the FTC budget for the control of food advertising deceptions be enlarged, to provide for needed staff and other needed facilities.

5. If No. 3 of this section is not implemented, the Federal Trade Commission should be enabled to act on all pertinent matters affecting

interstate commerce. Many studies have shown this need.

6. The Food and Drug Administration, in the course of its work, is sometimes handicapped because it cannot require the appearance of witnesses at administrative hearings.

   It is recommended that the FDA be given subpoena power within appropriate limits, as further study shall determine; if this power will result in more effective consumer protection, it should be given to them.

7. One of the problems reported by regulatory agencies is their difficulty in obtaining clearance in making consumer type surveys, often a most important intelligence-gathering and evidence-gathering device.

   It is therefore urged that the Bureau of the Budget study what can be done to expedite the clearance of such surveys. If present bottlenecks cannot be cleared within the existing Federal Reports Act, it is recommended that the act be amended to this purpose.

8. Under present FTC law, the sole penalty for false and misleading advertising, made without intent to defraud or mislead, is to be forced to desist from such advertising. It is felt that this is not a sufficient deterrent to deceptive promotional practices.

   It is recommended that the Congress be asked to consider the institution of other penalties for advertising adjuged by due process of law to be false and misleading, especially if the advertiser has been guilty of past offenses in these matters.

Recommendation No. 2:

Since the informed consumer is best defended against deception and misinformation, immediate steps should be taken to expand the information about foods and nutrition that is available to the consumer.

The following subrecommendations are made:

1. The Subpanel earnestly calls attention to the recommendations of its main Panel on popular education of the disadvantaged groups, since a general nutrition education program is here presented.

2. The combating of misinformation depends upon the availability of correct information first of all. Yet there is no central repository for nutrition data in the United States.

   It is suggested that a nutrition archive or data bank be established similar to that established in the field of tobacco smoking, funded by the Federal Government, and under the supervision of the Department of Health, Education, and Welfare.

   Such a center would supply information at levels appropriate to the sources of inquiry and the purposes of the inquiry. It would actively seek information and supply bibliographies but need not assemble the actual sources themselves.

3. Because there is not now and probably never will be complete agreement as to fact in nutritional science, there is also need for a source of the best current nutritional opinion. Such a source would aid, for instance, in a Government agency prosecuting a nutrition fraud, a manufacturer preparing an advertisement, or a publisher reviewing a manuscript for publication.

   It is recommended that the President call upon all organizations with an interest in nutrition to federate in a National Nutrition Council to be supported by private funds solicited from its members.

   Under the Council's aegis, leading nutrition experts could be assembled to discuss nutritional issues and develop by majority some practical decisions about questions of food and health. (An example of such questions is the current cholesterol confusion.) The Council might also maintain a permanent staff to promulgate the currency of opinion. Having such a source would encourage industry, advertising, publishing, and broadcasting to seek factual backround for information going to the public.

   It is also hoped that such a council could become a forum for the informal exchange of views among scientists, communicators, businessmen, and Government officials to help develop a spirit of cooperation in disseminating nutritional ideas of accuracy and value. It is further hoped that such discussions would foster the improvement or development of codes of ethics for those who spread ideas about nutrition, thus obviating some enforcement effort.

The Council is not seen as a purely national body. Rather it is envisioned as having parallel local groups, comprised of representatives from local organizations. Among its members would be professional and sicentific groups, voluntary health agencies and trade organizations, unions, welfare and service groups.

4. Surveys show that food labels still cause confusion in the marketplace. Conformance to the law does not alleviate the problem for two reasons: (1) Not enough information appears on labels to satisfy consumers in all cases; and (2) the language required by law is often meaningless to anyone but an expert.

   Food label requirements must be expanded in the light of what the consumer actually needs and wishes to know and couched in language which is meaningful enough so that the consumer may make an intelligent choice in a free marketplace. More specifically:

   (*a*) The Food and Drug Administration, the Agriculture Department, and other Government agencies concerned with labeling should assemble advisory committees of consumers, industry, and the food sciences to develop new principles and methods of labeling which will give real meaning to the information borne by the Nation's foods.

   (*b*) While participants from the general conference who joined the Panel voted for the inclusion of all ingredients on all labels, even including those for which standards of identity have been set, the matter is considered to be a subtle one and should be further studied. However, the principle invoked is recommended to appropriate Government agencies, to wit: That all foods should be labeled in such a way as to reassure the most skeptical consumer that he is not being deceived by omissions.

   (*c*) Similarly, it was voted that the word "imitation" not be removed from food labels. It is understood that Panel III–2 reviewed this subject with far more care and expertise. However, we recommend that our floor vote be considered in any final decision as further evidence of the consumer's wish to know clearly what he is buying and eating.

5. Because many Government actions that bear on the consumer's interest in deception and misinformation are listed only in the Federal Register, and because few citizens are aware of the content of the Register (and fewer still are able to interpret its often technical statements) it is recommended that a Consumer's Federal Register also be published by the Government. This register should explain the actions taken or to be taken in simple lay language, as has been recommended by the Office of Consumer Affairs.

Recommendation No. 3:

The consumer's right to be heard is often neglected. This is so largely because there is little provision for channeling his voice to the appropriate agency in matters of food and nutrition. Congressmen traditionally have probably been the most conscientious Government group in seeing that complaint and opinion go to the proper recipient and are acted upon. But their staffs cannot be expected to handel the volume of communication.

It is recommended: That since the Office of Consumer Affairs is proposed to be the coordinating body in matters of food and nutrition deception and information, it also be staffed and structured so that it can become known as the best recipient, screener, and director of complaints in this field.

1. One way of hearing the consumer's voice in such matters is to study, on a continuing basis, the nature and extent of deception and misinformation and the reaction of the consumer to it. It is recommended that the Government initiate and support such research in order to learn better what must be done to combat the problem.

2. Often the consumer is not heard because his complaint is best expressed as a legal matter, one which he cannot afford to press. It is recommended that such groups and agencies as legal aid bureaus, defender organizations, and the Office of Economic Opportunity be enlisted for this purpose, using such techniques as class actions and seeking other means of legal relief. Where the law so

provides, Government funds should help support such efforts.

The panel has also voted to recommend against any OEO legislation that gives the Governor of the State a veto power over OEO functions in this regard.

3. On the State level, it is recommended that model consumer-aid groups be established similar to the strike forces instituted to combat crime. Such units would concentrate on consumer fraud.
4. Since State and local consumer protective agencies are increasingly in evidence, and are sometimes most familiar with local problems, the field offices of Federal regulatory agencies should be instructed to give all possible cooperation and information. For the consumer is turning more and more to his local consumer protection agency for relief. Such liaison will also open up another excellent source of local intelligence for the regulatory arms of the Federal Government.
5. It is recommended that, before the Food and Drug Administration holds hearings in which the consumer should be heard (for example, hearings on food standards) the agency should seek consumer opinion and advice.

Recommendation No. 4:

It is strongly urged that the Federal Government constantly search for law and procedures that have not traditionally been thought of as weapons in the war against deception and misinformation, or which lately have been overlooked to some extent. Such a search might be conducted as a research project of the Office of Consumer Affairs.

Recommendation No. 5:

In accordance with the consumer's right to be protected from hidden deception, the Bureau of Standards' role should not be overlooked. Few citizens realize that problems in weights and measures, for example, are still serious and that new ones arise with each change in industrial practices.

For example, comments from the Bureau indicate that automatic filling equipment often works a serious economic cheat. Milk-carton shortages are common. The charges for prepackaged meat packaging materials are commonly made at the price of expensive meats. In many instances, the cheats are said to deprive the consumer of 3 percent of this purchase. While this sum is not as urgent a matter for the middle-class individual purchaser, it is a serious loss for the poor. And in the aggregate, it nets industry large sums. The panel is informed that good weight-and-measure surveillance would cost only an additional 6 to 8 cents per capita per annum. This sum is small compared to the amount believed to be lost.

True, such problems often lie within the jurisdiction of local agencies. But the Federal Government, perhaps through the cooperation of the Bureau of Standards and the Office of Consumer Affairs, should educate the public to the need and the potential saving, and should cooperate with and encourage local regulatory agencies, to insure that the full pound and the full quart are the rule of the American food market.

Recommendation No. 6:

It has come to the attention of the Panel that the inspection of foods is not always adequate to justify the public's feeling of trust in what it buys to eat.

It is recommended:

> That those systems of inspection under which industry pays the inspector be abolished to avoid undue influence. Also inspectors should be rotated to avoid the pressures of long-term associations with particular plants and processors.
>
> Moreover, the inspection system should always be supplemented with spot-checking to insure the impartiality and efficiency of the inspectors. The cost should be low and the health value high.

COMMENTS OF THE CONSUMER TASK FORCE

Panel IV–4: Popular Education (Subpanel on Deception and Misinformation)

A problem does exist in deception and misinformation about food and nutrition by radio, television, and printed media. This area needs attention without endangering our long-established freedom of expression.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANELS IV–1, IV–2, IV–3, and IV–4

The task force chose originally to respond to the four Panels together.

The nutrition education Panels failed to heed the task force's general disclaimer on nutrition teaching and nutrition education. Specifically, the statement that said "Although the greatest need exists among the economically disadvantaged and ethnic minorities (and meeting this need must have first priority), we believe that national policies must be inclusive of all groups, races, and ages in our country," was not stressed as it should have been. The poor should not be singled out as recipients of nutrition education.

The task force statement that "We feel strongly that it is a mistake to assume that the primary cause of the problems related to hunger and malnutrition is a lack of education," did not receive the emphasis we felt it should receive.

The task force repeats its critique that a new scheme of national health insurance associated with the development of a new national health delivery plan be adopted as soon as possible.

The task force continues to feel that there is a particularly urgent need in education of traditional health professionals and in the creation and training of and support for new health careers. The overall health of the Nation is dependent not only on new scientific techniques but upon an adequate number of health and related personnel to deliver those services.

The task force feels that continuing education for all professionals is necessary; and that reevaluation of the health profession's licensing procedures must take place.

SECTION 5

Food Delivery and Distribution as a System

PANEL V-1: Problems of Budgeting, Marketing, and Food Pricing

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REPORT OF PANEL V-1

INTRODUCTION

This Panel has focused on three areas. The first, in the area of budgeting, concerns the amount of money necessary to purchase an adequate diet and recommends the establishment of an adequate monetary standard. The second major area is the current adequacy of the commercial food delivery system in meeting the needs of the poor with recommendations for changes in the system which will lower the amount of money required to purchase an adequate diet. The third major area involves programs implemented through the commerical system which would help consumers get more nutrition for each food dollar.

SECTION I

PROVIDING AND MAINTAINING AN ADEQUATE LEVEL OF PURCHASING POWER

Recommendation No. 1

The Panel recommends: That the national nutrition policy should, and can be, to guarantee to all Americans the availability of an adequate diet. Toward this objective, a distinction should be made between emergency measures to meet crisis situations, and longer run changes designed for permanent correction of problems. This should be a fundamental point in the development of a national nutrition policy.

Recommendation No. 2

The Panel recommends: That where hunger and malnutrition are identified today, emergency measures should be instituted immediately to correct the problem. In the short term, we recommend donations of food, free food stamps, expanded availability and/or personnel to provide educational services, medical services, fortification of basic foods when feasible, and other similar efforts.

Recommendation No. 3

The Panel recommends:

That all American families, with the help of income maintenance programs, where necessary, be provided with a level of purchasing power which will enable them to obtain a diet that meets minimum nutritional requirements through the commercial delivery system.

At the open Panel meeting during the Conference the following version was approved by a majority of the participants:

All American families, with the help of the family assistance program where necessary, be provided with a level of purchasing power which will enable them to obtain a diet that meets minimum nutritional requirements through the commercial delivery system. Many Americans will also be helped to achieve better diets by strengthening existing income maintenance programs, such as, unemployment and workmens' compensation and minimum wage laws. The Federal Government should assume responsibility for providing income earning employment for those who are able to work but cannot find work.

Recommendation No. 4

The Panel recommends:

That as an interim measure the Federal and State Governments should implement a strengthened, reformed, and universal food stamp program where the prime goal is to increase the level of purchasing power.

At the open Panel meeting during the Conference, the following version was approved by a majority of the participants: As an interim measure the Federal and State Governments should immediately implement a universal food stamp program where the prime goal is to increase the level of food purchasing power. Among those bills pending S. 2547 (McGovern-Javits bill) is supported. Furthermore, the administration is called upon to support this bill.

Recommendation No. 5

The Panel recommends: That until free school lunches are universal, Congress authorize by law the use of food stamps to pay for school lunches.

Recommendation No. 6

The Panel recommends: That State and local governments eliminate all sales taxes on food and Congress prohibit by law the levying of sales taxes on purchases made with food stamps.

Recommendation No. 7

The Panel recommends: That an independent group immediately review the adequacy of the USDA low-cost food plan as a standard for determining the amount of money necessary to purchase an adequate nutritious diet. We recommend that the USDA stop publishing data on the economy food plan.

Recommendation No. 8

The Panel recommends: That based on the study recommended above, the USDA publish a quarterly standard food budget by regions that indicates clearly the amount of money needed to purchase an adequate diet. Such a standard, once established, should be used by all State and Federal agencies in determining eligibility and level for income maintenance programs.

SECTION II

Comparable Value and Quality of Food

Recommendation No. 9

The Panel recommends: That in the development of a national nutrition policy, one of the prime goals should be to improve and to promote innovation in the commercial marketing system, so that all Americans have access to food of comparable value and quality.

Recommendation No. 10

The Panel recommends: That the appropriate Government agency should assume coordinating responsibility for a strengthened program of economic and managerial assistance to varied forms of food distributors, including community-owned and operated enterprises, in designated low income inner city areas.

Recommendation No. 11

The Panel recommends: That Federal, State, and local governments should pursue an active policy of encouraging the development of new food and distribution facilities in designated, low income inner city areas.

Recommendation No. 12

The Panel recommends: That the appropriate Government agencies engage in applied research and demonstration projects in food distribution and other food problems in rural areas. Also, emphasis should be given to concerted efforts for evaluation of existing and planned programs with full intent to expand successful programs. Such efforts must have a high priority.

Recommendation No. 13

The Panel recommends: That based on the programs recommended in Recommendation No. 12 the appropriate Government agencies should institute expanded food distribution systems in rural areas. These programs should include, and not be limited to, transportation to markets, mobile food stores, and other supportive community efforts in this area. Emphasis must be placed upon innovation in outreach and consumer and nutrition education activities to serve the poor in rural areas.

Recommendation No. 14

The Panel recommends: That a responsible nongovernmental group initiate a thorough study of the impact of various governmental programs that result in a variety of trade restrictions or other institutional arrangements, for example, those affecting the retail price of milk, that add to the cost of food, particularly, as it affects the low income consumer. This group should have representation from consumer organizations and the poor, the latter in direct relation to their proportion of the total population.

Addendum

The following proposal on rural development was introduced during the workshop session and approved by a majority of the participants. The panel, because it had not been able to study the proposal, does not submit this as a formal recommendation, but it is included here for study.

The Government should expand and further investigate programs whereby a portion of the vegetables grown by small farmers be sold to the Government at supported prices to be used in all Government food programs.

It would be advantageous to the diet of rural poor if small vegetable farms were situated in farm areas now entirely devoted to growing extensive acreage of nonedible products. It would allow poor rural residents and small farmers to remain on the land. Also, it would provide employment, private ownership, and a better diet for America's rural poor.

This concept has already been applied to OEO's "Feed a Pig," and other programs, and ought to be expanded.

SECTION III

More Nutrition for the Food Dollar

Recommendation No. 15

The Panel recommends: That in the development of a national nutrition policy one important goal should be the improvement of the nutritional quality of the food supply, and of the nutrition knowledge of American consumers so that they have the opportunity to obtain an adequate diet at the lowest possible cost.

Recommendation No. 16

The Panel recommends: That the Food and Nutrition Board of NAS–NRC study the current situation with respect to enrichment and fortification of foods and alternative methods of meeting nutrient needs to determine the most effective and least costly method of achieving nutritional goals. This study should lead to recommendations which will become national policy made enforceable by legislative action.

Recommendation No. 17

The Panel recommends: That private companies and other appropriate agencies continue to support the development of new low-cost nutritious food products. Because of slow consumer acceptance in the past, we recommend that equal attention be given to devising low-cost methods for marketing and distributing these products, including Government purchases, where appropriate.

Recommendation No. 18

The Panel recommends: That as we begin to give increased emphasis to nutrition education, a national committee be established to promote and coordinate expanded programs for imparting accurate, appealing nutritional and budgetary information to consumers. The committee should consist of representatives from the food and advertising industries, educational organizations, consumers, family service agencies, the mass media, and the poor.

Recommendation No. 19

The Panel recommends: That food manufacturers and retailers should accelerate their programs of nutrition information and education, cooperating with the committee proposed in recommendation No. 18.

Recommendation No. 20

The Panel recommends: That the committee recommended in No. 18 consider opportunities for special tagging of foods that would indicate high nutritional content relative to their cost and consumption patterns. This would assist all consumers in purchasing nutritious foods economically.

Recommendation No. 21

The Panel recommends: That study be given to a system where an appropriate Government agency would be authorized to purchase, on a bid basis, a limited number of nutritious food products (in traditional product forms). This agency would then be authorized to sell these products at procurement plus handling costs to selected organizations for resale in low-income areas or to low-income consumers at a controlled retail markup.

Addendum

At the open panel meeting during the conference, the following version was approved by a majority of the participants: When the follow-up conference is called, at least one-half of those discussing implementation of recommendations of this panel be composed of consumer interests and the poor.

Definitions

Definitions of terms used in this report are:

1. Income-maintenance programs include the family assistance program, minimum wage laws, the Federal old-age survivors and disability insurance system, unemployment and workmens' compensation, and various efforts to maintain full employment.
2. Food distributors include all types of food retailers, wholesalers, and other intermediaries.
3. Commercial food delivery system includes all nongovernmental systems which are concerned with delivery of food from farm to consumer.
4. Community owned and operated facilities include any organization where control is vested with those living in the community served. (For example, cooperatives, neighborhood corporations, individual proprietorships, and so on.)

COMMENTS OF THE CONSUMER TASK FORCE

PANEL V–1: Problems of Budgeting, Marketing, and Food Pricing

Recommendation No. 8 supports Government assistance in providing better food distribution in low-income areas. We believe that, in many instances, locally owned cooperatives can offer benefits in addition to the efficient distribution of food. Those include a sense of participation and responsibility on the part of local people, as well as experience in operating business ventures. Such contributions to community development should be recognized by Government programs to improve food distribution in the inner city, and the programs should provide financial and management training assistance for cooperative enterprises.

We recommend that the frequent lack of price information in food stores be corrected by requiring clear marking or posting of prices on both a per-package and per-pound or other unit basis.

PANEL V–2: The Family as a Delivery System: The Role of Nutrition in Reinforcing the Family Structure. Special Problems of Poor People

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Marilyn Frazier (Mrs. James A. Frazier), Public Health Nurse, Maternal and Infant Care Project, Letcher County Health Department, Whitesburg, Ky.

Mary N. Joy (Mrs. James Bernard Joy), Washington, D.C. Uurban League Mother of the Year, 1969.

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REPORT OF PANEL V–2

PREAMBLE

The family is the basic unit of our society and a most important institution. It is the dynamic force that establishes the life pattern of the individual. The early years of a child's life are molded by the family. It determines the physical, mental and spiritual growth and development of its members, and establishes patterns of discipline, communication, and personal relationships.

Today, however, many functions formerly handled by the family are increasingly being assumed by other institutions (schools, community agencies, etc.). This could weaken the stability and effectiveness of the family and threaten the unique and powerful role it has always played in shaping its members' destinies.

Food and feeding have served man from time immemorial to establish warm human relationships; to transmit tradition and cultural patterns from one generation to another; to fulfill family roles, and derive basic satisfactions in so doing.

Many experts in child growth and development have commented on the vital role of food and the act of feeding in establishing warm human relationships, first within the family, and later with others. After all, man's first experience with love and security is intimately related to food and the feeding process. The family meal can help to nurture and cement family life and enhance individual and group growth. It affords a channel for parents and children to communicate with each other, provides an opportunity for sharing and developing understanding. It can reinforce the role of the parents as providers and givers of love and security.

For these reasons, this Panel firmly believes that the role of the family as a major delivery system for food in our Nation must be maintained and strengthened. To accomplish this, the following recommendations are offered:

Recommendation No. 1

Recognizing that the family is the keystone of the American way of life and that the parents' role within it is basically that of provider, protector, and planner, and that if all food is provided by someone other than the family, the outcome is likely to lead to emotional malnutrition of the family members; that the non-nutritive as well as the nutritive aspects of feeding are important,

It is recommended:

1. That the family continue to be considered a major food delivery system and that highest national priority be given to increasing the level of income maintenance (money) so that all basic essentials (adequate housing; job opportunity; federally standardized sanitation facilities; adequate, safe, fluoridated water supply; comprehensive health services) including nutritious food in adequate quantities will be available to every American family through a system which would provide money on an adequate and equal basis to the Nation's low-income families *wherever they live;* such benefits would be administered in such a way as to strengthen family relationships, with respect for different values and cultural traditions.
2. That until such time as provision for adequate and meaningful income maintenance is established, the revelation and recognition of acute hunger being so intolerable and tragic a blemish upon the American conscience, we strongly urge that the President of the United States declare a state of national emergency; and designate people in hunger as being in a condition of servitude; and utilize and immediately exercise all emergency powers and acts that accrue to the Executive prerogative; and provide funds necessary, and marshall the entire Federal establishment to eradicate hunger.
    - (*a*) That free food stamps, adequate in amount to meet family needs as determined at the Federal level, be provided to the hungry poor without their welfare allotments being cut.
    - (*b*) That the eligibility of food stamps be exercised by a method of self-certification by affidavit and, upon declaration of the national emergency by the President, that the Federal Government must assume direct responsibility for the distribution of the aforementioned free food stamps, which would end the gross discrimination against the poor that is exercised by some local authorities.
    - (*c*) That food commodities adequate in quality and quantity to meet family needs be made available to those who prefer them and provision be made for the distribution and transportation of such commodities so that they are readily and easily available.
    - (*d*) That the criteria for eligibility be established by the Federal Government in consultation with representatives from among consumers without the variations of local jurisdictions.
    - (*e*) That provision be made to those families with marginal incomes (determined by using criteria established by the Federal Government in consultation with representatives from among consumers without the variations of local jurisdictions) to purchase food stamps or obtain commodities.

(*f*) That the free food stamps be permitted to cover household necessities (soap, detergent, brooms, insecticides, etc.).

(*g*) That the administration of the food stamp program be delegated to the Social Security Administration of the Department of Health, Education, and Welfare.

(*h*) That the free food stamps be made available through the U.S. Post Office system in order to maintain privacy of distribution and thereby preserve the human dignity and self respect of the recipients.

(*i*) That the refusal to accept food stamps by a retail outlet which handles food commodities and household necessities be considered discrimination against the poor; and therefore strongest possible measures be taken to secure compliance under title VI of the Civil Rights Act.

(*j*) That financial and technical assistance be made available in establishing food cooperatives or mobile food distribution units to facilitate the delivery of food and household commodities in remote or isolated areas.

Recommendation No. 2

Recognizing that food is preventive medicine and that a health orientation towards food has been sorely missing in our Nation's producer-oriented food policy, and recognizing also the tragedy of homemakers who are misled into thinking that they are providing balanced nutrition and highly nutritive foods for their families,

It is recommended:

1. That the Food and Drug Administration develop strict enforcement of existing standards of actual nutritive value to which food manufacturers must conform if they promote, advertise or label a given product as nutritious (as opposed to merely delicious or convenient).
2. That a standard and easily understood system of communicating nutritive value be developed by the Food and Drug Administration and be required in all labeling of food products.
3. That the Federal Government intensify its financial, legal, and personnel support of consumer education programs which would effectively reach all of the Nation's consumers.

Recommendation No. 3

Recognizing that in child-rearing food is commonly used as a reward and as a treat for special occasions and that snack times are sociable, popular, inevitable, and could be nutritionally advantageous,

It is recommended:

1. That manufacturers consider the nutritive value of their party and snack foods.
2. That snacks be developed with real sustenance and nourishment value that are noncariogenic in nature.
3. That cookies, drinks, and other snacks be developed suitable for vending machines in public places that would be sustaining but not excessively sweet, therefore would allay hunger but not be detrimental to teeth.
4. That such snacks and drinks might simulate already popular lines of snack products (for example corn chips, candy bars, or fruit drinks and soft drinks could, without any change in name or wrapper style, be fortified).

Recommendation No. 4

The important contributions of the homemaker in determining the quality of family life need to be recognized. The quality of American life is in large part a reflection of the quality of family life. In turn, the quality of family life is determined by the adequacy and interest in her family of the homemaker and how society supports the joint effort of both parents.

Recognizing that to highlight the value of the homemaker in such a way that she will be fulfilled, motivated, and respected, is to increase her interest and respect for her job and to indirectly improve her ability as the on-the-spot provider and support her desire to fulfill her role as family partner with her husband,

It is recommended: That more positive emphasis be given by business, industry and all communications media to the unique and important role of the homemaker; the intelligence and common sense required; the value of her services, the most constant of which is the providing of food; and to her contribution in the making of healthy, productive and contributing citizens and future families.

Recommendation No. 5

Recognizing that most families today are composed only of parents and children, often without ready access to the guidance and support of grandparents, cousins, aunts, uncles and other members of the extended kin group, and are therefore without advice about what to expect of their children—and themselves—in the course of normal child and family development,

It is recommended:

1. That appropriate Federal agencies increase their support in money and personnel of family life education in order to provide present and future parents with a better understanding of what they can expect at various ages and stages of child and family development, and how various culturally appropriate patterns of child care can favorably influence the development of their children. Of particular importance will be good nutrition, family relationships, home management and the cognitive and intellectual development of the child.
2. That funds be allocated for the development of new resource materials for parents themselves, and for those workers who service parents and families. These resources would include practical guides to predictable milestones of growth and development. Their purpose would be to enable parents to recognize healthy change for what it is, and to enable them to meet those changes with well timed actions which will further the development of the child and the family.
3. That materials covering the family life cycle, the development stages of children, the changing nutritional demands, and other relevant factors would be prepared in a variety of forms, languages and cultural appeals. A central item might be written as a manual and guide. It might be called "The Family Life Cycle: Expectations, Variations and Anticipatory Guidance" and contain information that would be basic, general and sensible and be prepared in a variety of forms, languages and cultural appeals. It should be widely distributed and be particularly available to parents before the birth of their first child. This would be useful also in the training of paraprofessionals in health services and in the training of human service aides.

Recommendation No. 6

The Panel recognizes that, all other things being equal, "The mother who nurses her baby establishes, at an early date, an intimacy with her child which makes further relationships with him easy and natural" (H. Baldwin, M.D.). The Panel further recognizes the special benefits to the child: That breast milk is the perfect food for his nutritional needs and development; that it is the most natural way to feed babies; and that it provides a protection against infection and allergies that cannot be duplicated. Thought must be given to the fact that a nursing mother must have a good diet, in addition to enough sleep and relaxation, or she will not produce milk of either sufficient quality or in sufficient quantity.

It is recommended:

1. That more support for the breast-feeding decision and educated assistance be given to the vast majority of women who are physically and emotionally capable of nursing their babies, by reemphasis in medical schools, schools of nursing and in all other allied health training programs, including education in how to help a mother be successful in nursing her child.
2. That maternal and child health services (both Federal and local) be directed to give high priority to doing all possible to assure an adequate food supply to low-income pregnant and nursing mothers and their families on inadequate diets.

Recommendation No. 7

Recognizing that good nutrition is an essential requirement for basic family health care and preventive medicine, both of which are essential to insure the integrity of the family as a delivery system,

It is recommended:

1. That comprehensive health programs be established in multipurpose neighborhood centers, where a variety of health, social and related programs are grouped together for

the delivery of family focused services, including a sound nutritional component.

2. That attention be given to identifying, extending, and improving centers and programs already in existence; and to developing additional programs and methods of delivery appropriate for urban, fringe, rural and remote areas.
3. That various delivery systems and prepayment methods be explored.
4. That there be endorsement of mechanisms of prepayment for health care, especially of a national health insurance plan, covering all people within the nation.
5. That prepaid health care:
   - (*a*) Should be preventive as well as curative.
   - (*b*) Should be family-focused.
   - (*c*) Should include hospital (inpatient and outpatient) home-care and other needed forms of care.
   - (*d*) Should include the various appropriate professional and paraprofessional services.
   - (*e*) Should include whatever prescribed drugs, appliances, prostheses or other treatment adjuncts as are required.
6. That services supplied shall see and treat the individual as part of a family, and that to this end, clinical services should be family oriented,
   - (*a*) Such as service aspects as clinical hours convenient to consumers.
   - (*b*) Medical and laboratory health studies shall have, as part of their cleaning, tours of duties in those programs that enhance their understanding of individual and family needs and strengths.

Recommendation No. 8

Recognizing that nutritious foods must be readily and easily available to the family,

It is recommended:

1. That food centers or commissary type stores be developed as a part of the community service system to provide nutritious foods at low price.
2. That education in the nutritive values of the available foods be provided through demonstrations and counselling at these food centers.
3. That financial and technical assistance be made available in establishing food cooperatives or mobile food distribution units to facilitate the delivery of food and household commodities in remote or isolated areas.

Recommendation No. 9

It is within the family group that a child gets his first and most important learning. It is on these foundations that all subsequent learning and development are built. The home is the child's first school and the parents are the first teachers.

It is recognized that countless numbers of families (present and future) will require some basic education in foods and nutrition, child care, home management and consumer education adapted to their needs, interests, abilities, cultural patterns, etc., if they are to function adequately in home and family life. Therefore to help families to be carriers of values and to serve as a delivery system,

It is recommended:

1. That the curriculum for medical students, nurses, social workers, educators, home economists and other related workers have a strong foundation of nutrition knowledge and its application to the problems and needs of individuals and families.
2. That a home service corps of paraprofessional workers, both men and women, be established and trained by qualified personnel able to instruct in the above areas and to provide supervised field experience:

   That the services offered by such a corps be comprehensive in scope.

   That these workers serve in areas of need and be provided with necessary support (travel, materials, etc.).

   That members be recruited from the area to be served.

   That they receive an adequate salary.

   That there be opportunity for advancement with further training.

   That it be suggested to the armed forces that they might provide such a basic training for those who are interested and are about to be separated from the service.
3. That a massive, ongoing nutrition education program for families be developed with the

involvement of consumers from all segments of the population.

4. That Government-sponsored programs serving families (e.g. health, social service, education, agriculture) be expanded to include a strong nutrition component. Such programs should:

   Involve the private sector through use of existing channels (advertisements, supermarkets, etc.).

   Consider the use of neighborhood centers for day and evening demonstration programs for adults and boys and girls on the buying of foods, preparation of nutritious meals, the proper care of appliances, and involving parents in program planning.

   Incorporate nutrition education into the curriculum of grades K–12 of public, parochial, and private schools for all boys and girls.

   Give special attention and make special efforts to include the father or male breadwinner in nutrition education activities.

Recommendation No. 10

Recognizing that in the family the mother is usually the on-the-spot provider of meals, that it is important for her to be at home at meal times to provide for the nutritional needs of her family; that in many cases it is necessary for her to earn income with which to purchase food; and that, under current welfare practices, she may be required to take a job in order to qualify for welfare payments,

It is recommended:

1. That the decision for the mother to work outside the home be the prerogative of the parents based on their assessment of the family's needs.
2. That the Congress be asked to rescind those 1967 amendments to the Security Act that make welfare payments conditional on employment, thus reducing support for deciding the mother of young children to be a full-time homemaker.
3. That public and private agencies make possible the part-time employment of mothers (e.g. by the use of two employees working four hours each rather than one employee working eight hours), and consider the provision of adequate means of transportation and high-quality day care.
4. That the Government take the lead in this effort to meet the needs of parents.
5. That insurance, social security, and other benefits be adjusted to include part-time workers.

Recommendation No. 11

The family as a delivery system is often obstructed in its efforts by persons at the local level, by either discriminatory interpretations of the statutes, or by withholding information about the rights of poor people.

To insure constitutional and legal rights of all Americans, and to insure equitable legal and moral application of various laws and require equitable treatment by agencies of the various jurisdictions, and to insure that all people have the human right to full information about, and understanding of, their legal rights,

It is recommended:

1. That the ombudsman services be established at the community level to insure that full information is provided about those services and resources which people are entitled to as a matter of legal right.
2. That the ombudsman also attempt to settle disputes between the various government agencies and those whom these agencies are to serve. In the event that such negotiation fails, there should be means of redress through the provision of legal assistance for civil and administrative matters of dispute between people and agencies of Federal, State, and local governments on the same basis that such aid is currently provided in criminal cases. All costs of such action would be paid for by the Federal Government.

Recommendation No. 12

We recognize that the family remains the cornerstone of human development, no matter how complicated society becomes. The family has the unique responsibility of providing emotional, physical, and social support for its members. Unless families are permitted to live in dignity, they cannot fulfill this responsibility.

Because of the present confusing overlap of federally sponsored programs concerned with the family, the differing and confusing requirements for participation in these programs, and the often incomprehensible and inconsistent information provided, all of which reflect lack of regard for their human purpose, many families do not receive benefits and services which were intended for them and to which they are entitled,

It is recommended: That there be established a strong focus at the highest governmental level, such as a Department of Human Resources, charged with the responsibility of policy-making, monitoring, coordinating, and evaluating all matters concerned with the human condition. This department might be patterned, in unification and administration, on the Department of Defense and could include those departments or portions of departments concerned with providing services intended to improve the quality of human life.

Recommendation No. 13

Because the integrity of the family depends on the provision of adequate legal and other types of advice, and

Because of the urgent need for the extension and expansion of programs dealing with hunger and poverty, and especially of the importance of the legal services program for family protection,

It is urgently recommended: That HR 12321 be promptly passed by the Congress, especially without the crippling amendment that would delete the legal services program for family protection.

Recommendation No. 14

Recognizing that there has been abuse on the part of some foundations that have been set up primarily for purposes of tax evasion and that reform is needed in this area, we further recognize that it was private philanthropic foundations which played a key role in bringing the phenomenon of hunger to the attention of the American people and aroused the conscience of the Nation.

As such, we view certain features of the current tax legislation now pending in Congress as a deliberate and conscious attack on the poor, the hungry, and the disenfranchised, and therefore a threat to many American families.

Three particular features of that legislation are particularly pernicious:

1. The threat of large personal fines to be taken out of the personal pockets of any foundation officer, executive, or board member whose foundation dares offend the Internal Revenue Service is calculated to reward timidity, and penalize moral courage;
2. The deliberately vague and sweeping language of the tax legislation which denies tax-exempt status to institutions engaging in any activity which could, in any way, affect the opinion of any American citizen is a direct attempt to silence the poor, and those who have no voice;
3. And finally, the removal, from tax-exempt status of those engaging in any form of voter registration activity is a deliberate and explicit attempt to perpetuate the disenfranchisement of the poor.

It is recommended: That the President of the United States and the Congress strike from any tax reform bill provisions such as the above, which seriously threaten the existence and services of those philanthropic foundations which use their full resources generously for the genuine benefit of the American people.

Recommendation No. 15

Whereas our charge has been to examine the family as a delivery system, and our recommendations have dealt primarily with this charge, we nevertheless believe the entire human environment in America must be improved if we are to live as decent human beings, and

Whereas the crisis in hunger in America demands an immediate solution through the guarantee of adequate income for all Americans, it is clear that the guarantee of basic human dignity for all families also requires adequate housing, quality education, and equal employment opportunity,

It is recommended:

1. That the supply of low-cost housing be increased, and present fiscal policies, which are restricting the supply of housing be revised so that all Americans may live in decent homes, be they apartments or detached dwellings.
2. That greater aid to education be provided to insure that all our children have an opportu-

nity to learn those things that will enable them to take their rightful place in America.

3. That the Federal Government—

   Immediately, and without delay, employ all the vast resources of the executive branch to insure equality of educational opportunity through school desegregation;

   Guarantee equality of opportunity in employment, including equal opportunity to join apprenticeship and other training programs;

   Become the employer of last resort, so that all Americans who wish to work may find meaningful employment.

PANEL V–3: Systems of Delivery of Food and of Money for Food

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REPORT OF PANEL V–3

In 1968, according to the definition used by the Federal Government, there were approximately 25 million impoverished Americans. Three-fourths of these were not reached at all by the Federal food programs.

We urgently recommend that the President declare an emergency and get food to hungry people immediately under the existing authority of Section 7B of the Food Stamp Act of 1964, and of Section 11 of the California Disaster Relief Act of 1969, as well as under any other and additional emergency power the President may have.

Section 32 funds can be used to provide emergency food in all counties with no assistance programs, and to provide commodities in food stamp counties with less than 50-percent participation. In addition, or alternatively, free stamps for persons with incomes of $100 per month or less as well as free and reduced price lunches for needy children could be provided either out of section 32 funds, or section 11, from the Emergency Food and Medical Assistance Act. Since the authority and money to meet this emergency are now available to the Federal Government no excuse exists not to act.

In addition to this emergency recommendation the report of this Panel shall provide recommendations related to:

1. The establishment of a federally financed income maintenance program.
2. The reform of the currently available food assistance programs until they can be replaced by an adequate income-maintenance program.
3. The immediate expansion and provision of free- and reduced-price meals in the national school lunch program, and maximum use of the school as a delivery system for feeding schoolchildren and for community outreach programs to make food available to nonstudent needy groups.
4. The adoption of national eligibility standards and self-certification procedures as sug-

gested by President Nixon designed to eliminate inequities and reduce the massive confusion duplication and administrative costs in the current procedures for assistance program certification.

5. Helping people achieve higher incomes through work, through training programs, the abolishing of discrimination in hiring, the creation of new career opportunities and the establishment of business and other employment sources in poverty areas.

The problem of hunger and malnutrition is just one manifestation of a more general problem—income inadequacy. It is compelling and dramatic to focus on hunger because its effects are so visible and because the thought of hungry Americans is intolerable to the bulk of Americans in a society capable of producing food in quantity, quality and variety greater than ever before seen on this earth.

Special programs such as commodity distribution and food stamps have been only moderately successful because they cannot meet other equally vital needs. Money is required to provide adequate housing, clothing, medical care, transportation to and from jobs and school and to secure other daily necessities of life as well as to buy food.

The Social Security Administration's poverty index used in official counts of the poor is generally recognized as low and inadequate. In 1968 it provided $3,553 for a nonfarm family of four with variations for family size, rural-urban residence and age and sex of family composition. This index is based on a temporary, low-cost food budget, derived by the Department of Agriculture, that is multiplied by three to reflect the fact that low-income families typically spend one-third of their income on food.

There are a variety of technical arguments that can be brought to bear against this method of determining what is required to be nonpoor. In the end, however, what may be said simply is that the $2.43 for all food and nonfood needs this index allots daily to each person in a nonfarm family of four seems clearly inadequate.

Other measures of living standards have been devised by the Bureau of Labor Statistics by costing out all of the components of a family budget. The resulting low family budget provided $4,862, after taxes and employment costs for the minimal consumption needs of an urban family of four in 1967. In establishing the criteria for a moderate budget, the Bureau of Labor Statistics assumes that "maintenance of health and social well-being, the nurture of children, and participation in community activities are both desirable and necessary social goals for all families." Meeting these goals, which are obviously broader than mere survival, in 1967 required $7,836 per year for an urban family of four exclusive of taxes and employment costs.

It is impossible to establish a scientific standard by which to measure the income needs of families. Even attempts to establish minimal caloric needs of families, presumably something that can be measured scientifically, become enmeshed in considerations of age, sex, physical condition, activity level, and so forth. Translating food needs into budget requirements cannot easily be done due to taste preferences and dietary patterns that are particular to groups and persons. Extending such efforts to housing, clothing, transportation and other more social needs makes subjective considerations and value judgments more pronounced and obvious.

Thus, policymakers and interest groups have not been able to develop stringent dollar figures below which people are poor and above which they are not. But the need to develop mechanisms that begin to raise the income levels of the bottom end of the income distribution is clear, and the focus on hunger has provided documentation of one facet of that need.

Although there are inadequate data relating income and the ability to feed one's family, this Panel is convinced that a family of four cannot be fed adequately on an income of less than $5,500 and still meet other necessities.

MONEY FOR FOOD

While emergency food programs are necessary now to meet the immediate food needs of the hungry, this Panel has concluded that that is not enough. The fact that hunger exists is a symptom of a great social ill. Too many Americans have grossly inadequate incomes by any standard. Twenty-five million are poor and millions more are close to poverty. The social and economic system has failed to make it possible for millions to achieve decent incomes.

While we are dealing with the immediate hunger problem, we must start constructing programs that deal with the general income problem. We therefore recommend that the Government fully develop programs to improve the functioning of all of the mechanisms by which individuals achieve income. This includes employment opportunity and direct income maintenance programs. The objective of those programs should be to assume that all Americans have a family income of at least $5,500.

In meeting the income needs of Americans more nearly adequately, the mechanism chosen should meet several goals regardless of the level chosen. It should provide aid in a dignified fashion. It should build upon the desire of most Americans to earn what they can. It should support incentives for family stability and for work, but not be coercive. To be equitable it should cover all of the poor and not just certain categories. And it should be administered in a fair and impartial manner as impersonally as possible.

In addition to improved cash income maintenance, this Panel recommends greatly improved and expanded programs for people to increase their income from earnings. Most Americans, including most poor Americans, achieve their incomes from work. But for millions of Americans work at decent wages is not currently available.

We recommend:

1. That training and skill development programs that enable low-income people to qualify for higher paying jobs be expanded. Currently these programs assist less than 300,000 poor persons annually. The Department of Labor has estimated that the number of poor who need training is 11 million.
2. That direct employment and placement programs be expanded to make meaningful jobs available to large numbers of low-income people.

This Panel recognizes that food delivery systems offer a largely unexplored potential for providing jobs for low-income persons and for promoting the economic development of disadvantaged communities.

We recommend:

That top priority, expressed through Federal subsidies, should be given to:

1. The immediate training, hiring and upgrading of persons from low-income families who are unemployed or underemployed for jobs in the current Federal food programs;
2. The development of new careers in nutrition and food delivery programs, especially for paraprofessionals;
3. Promoting ghetto corporations, e.g., central kitchens created to produce meals for school food service programs, for the elderly, etc., that would offer opportunities for jobs, training and managerial experience to residents of core cities or impoverished rural areas.
4. Encouragement, technical assistance and financial support to cooperatives and self-help community groups organized for the processing, purchasing, distribution and retailing of foodstuffs meals.
5. Contracting with existing community-based organizations to provide informational and outreach programs to bring food programs to potential participants or to transport persons to get food.

We recommend:

1. That social insurance programs be improved, both in coverage and benefit levels, to provide adequate earnings and related benefits to the retired disabled, survivors, or temporarily unemployed.
2. That provisions of Federal law prohibiting descriminatory hiring practices, union membership, apprentice training, promotion practices, and the like, be rigidly enforced.
3. That child-development centers and other supportive services for aiding in the development of young children be created to provide opportunities for women to seek outside employment if they so desire.

We have not made specific recommendations with respect to health services and facilities available to the poor because that would be beyond the scope of the specific charter of this Panel. We recognize, however, that these services are inadequate, and that health problems hinder many of the poor—and nonpoor—in achieving employment, as well as affecting their general well being.

FAMILY FOOD PROGRAMS

It is the unanimous belief of the members of this Panel that a diet that meets the nutrient requirements for optimum health should be available to all Americans. We further believe that all Americans should be able to meet their nutrient requirements by eating foods that are most commonly used in the society and culture to which they belong and that no American for economic or other reasons beyond his control, should be forced to experience repetitive periods of prolonged hunger even though his total intake of nutrients is sufficient to protect him from symptoms of deficiency disease. In certain areas, such as health care and housing, the problems of supply are acute. The supply of food for Americans is not limited, however. Only their money with which to buy food is limited.

Food programs, commodity distribution, and food stamps are basically forms of income supplementation, but they are not as effective in meeting family needs as direct cash programs.

Until a national income maintenance program is available, the Panel generally prefers that an improved food stamp program rather than a family commodity distribution program be used to provide food assistance. Improvements in the food stamp program present considerably fewer administrative, personnel, and facility problems than improvements in family commodity distribution systems. Furthermore, it will be relatively simple administratively to change from a food stamp to income maintenance program.

The Panel, its consultants, retailers who handle food stamps, and recipients of food stamps have many serious reservations concerning food stamp programs. Food stamps are simply a form of poor peoples' money. They offer no advantages over money in providing food. They have the disadvantages of being demeaning, and an annoyance both to the retailer and the consumer.

The operation of a food stamp program in addition to income maintenance programs represents increased administrative costs. There are a variety of ways in which food stamps can be converted to real money or be used for the purchase of nonfood items. The apparent lack of wide-scale abuse of the food stamp program in these ways, argues that poor people put a very high priority on obtaining food and suggests that if given money, they probably would not alter their food purchases significantly.

Any consideration of the present food stamp program must consider the primary fact that there is invariably a loss of 40 to 50 percent of aid recipients whenever a county transfers from the commodity distribution program to a food stamp program. The poor are often simply unable to afford food stamps as they are presently offered to them.

This Panel recommends, that: Until such time as an income maintenance program replaces in-kind food assistance programs, a food stamp program be instituted by June 30, 1970, in all counties; the administration should request and the Congress should authorize an open-ended appropriation to finance this program and that the following reforms in food stamp programs be instituted without delay:

1. Food stamps should be supplied to the poorest of families at no cost. Families of four with incomes below $100 per month should receive $125 worth of free stamps per month.
2. A uniform and simplified national eligibility standard and self-certification procedure be adopted for participation in the food stamp program.
3. As family income rises the percent of income required to buy stamps should be increased on a graduated scale. However, no family should be required to spend more than one-third of its income on food stamps.
4. Food stamp benefit schedules should be based on the standard that $125 per month for food is the minimum requirement of a family of four.
5. Food stamp schedules should include provisions for meeting the additional nutritional requirements of people with special medical needs.
6. Food stamp recipients should be permitted to determine how much of their allotment of stamps they wish to purchase at any one time, with no minimum monthly purchase requirement.
7. Food stamp benefit schedules should be altered yearly, commensurate with changes in the cost of living.
8. Food stamps should be issued on a weekly basis.
9. A system should be devised to provide free or reduced cost food stamps when emergency circumstances temporarily reduce an individual's capacity to purchase stamps.
10. Food stamps should be exchangeable for products determined by the agency adminis-

trating the program to be necessary for personal cleanliness, hygiene and home sanitation.

11. Eligibility for food stamps should be based on family not household income.
12. Innovative methods should be developed for the use of food stamps to feed special groups of people such as those living in nursing homes or communal groups.
13. Anybody certified to receive food stamps should be able at his option to receive his stamps by mail.

As a first step in the direction of implementing these reforms, this Panel urgently supports the rapid passage of the bipartisan McGovern, Javits bill, S. 2547.

This Panel also recommends that the Federal Government shall directly operate food assistance programs or contract with private agencies in all areas where State and local officials are unwilling or unable to operate an adequate food program.

This panel also recommends that Federal responsibility for the food stamp and family commodity distribution programs be transferred to HEW or to another agency responsive to the needs of the poor.

The Panel recommends that the individual and family commodity distribution program be phased out as rapidly as it can be replaced by a universal reformed food stamp or preferably an income maintenance program.

Until food stamp programs as described above or an income maintenance program are available, commodity distribution programs should not be abandoned. In transferring from one program to another, nobody should be forced to go through a transition period during which no program is available to them.

There are many reasons for suggesting the rapid phasing out of the commodity distribution program. The program has been widely criticized by everybody who has examined it from administration leaders to the recipients of its benefits. It is official policy to phase it out and it is hard to believe that under such circumstances needed costly reforms in the commodity distribution program can be effected.

The program as it now exists is still primarily directed toward helping the producer of commodities rather than the consumer. For the program to be improved a system of food delivery essentially duplicating our current channels of commercial food distribution will have to be created. Transportation capacity, storage and distribution centers and personnel not currently available will have to be acquired at considerable cost. The list of commodities supplied will have to be expanded so that commodities used will not be dependent on their being in surplus or selling at a percent of parity. The foods will have to be distributed differently to consumers, fortified, packaged attractively in convenient sizes provided with a variety of cooking instructions, and recognize the needs of people with special dietary preferences related to their ethnic, cultural and religious backgrounds.

The commodity distribution program is an all or none food assistance device. It discourages people from increasing their income by withholding all of its benefits when a family's income reaches a single level.

As we have already pointed out, the need for food is but one manifestation of the major problem facing poor people, a need for money. The President's Family Assistance Plan is a clear recognition of this need. Statements by various Cabinet members and other officials of the Administration indicate that sentiment in favor of income maintenance programs is high. It is the unanimous opinion of this panel and essentially all people with whom we have consulted that the most efficient, equitable way to provide food assistance to families is through income maintenance with the statements of the Secretary of Health, Education and Welfare on September 15, 1969 before the Senate Select Committee on Nutrition and Human Needs that food stamps are but a form of income support provided in kind rather than in cash and that our goal should be to move toward a wholly cash income support system and away from in-kind multiple programs.

The Panel wishes to reemphasize its concern that in-kind programs not be phased out unless an adequate income maintenance program is available to replace them.

The amount of poverty and inadequate income distribution may vary in particular areas, and may seem to stem from different causes in various regions of the country, but basically, these are national problems. Few states have the resources to meet the manifestations of these problems that exist within their boundaries.

Currently and in the past, our major income maintenance programs based on need have operated essentially as State programs. Although the public assistance programs receive at least half of their funding from Federal revenues, their various provisions have been implemented at State option within very broad Federal guidelines. The result has been a great deal of variation from State to State in programs operated, persons covered, payment levels, eligibility requirements, and administrative procedures. The variations in payment levels from area to area even within States have far exceeded local differences in the cost of living.

If the goal is to provide adequately and uniformly for all Americans in need, then State public assistance programs cannot provide the means for meeting the goal.

NATIONAL ADMINISTRATIVE STANDARDS

This Panel recommends: That uniform and simplified national eligibility standards and self certification procedures be adopted for all federally supported family assistance programs by June 30, 1970. These standards should provide flexibility for those with irregular income including migrant workers, tenant farmers, construction workers and the elderly poor. Standards for resources permitted people eligible for assistance should be reasonable and recognize the special requirements of the aged.

The necessities for good health are the same for all Americans regardless of their place of residence. A system that penalizes people because they live in any particular part of the United States is so grossly unfair that it needs little comment.

Self-certification procedures should enable an applicant to obtain immediate certification and benefits if on the spot review of his application indicates eligibility. Provision should be made for reviews of the applications and penalties for their criminal misuse.

This Panel recommends:

> To avoid the waste of time and money caused by repetitive and different certification procedures, that a uniform certification procedure for all Federal family and individual assistance programs be developed.

This would enable individuals at a single time, to be certified for all programs for which they are eligible and should enable individuals to maintain their certification when crossing county and State lines by registering in the assistance office serving their new address.

A characteristic of present assistance programs is that no efforts are usually made to inform eligible people of the programs which the Government has devised to assist them.

This Panel recommends:

> That the Federal Government should advertise its programs and actively seek out eligible persons. In addition qualified private organizations and citizens should be authorized and financed to inform eligible individuals of available assistance programs and to assist them in conforming to the national certification requirements.

Even with the best of assistance programs, properly administered, there are bound to be individuals who feel that they have not been properly treated. The history of assistance programs indicate that they have often been poorly administered and the prejudices of administrators have frequently resulted in unreasonable and unfair decisions.

This Panel recommends:

> That a nondiscriminatory hiring program be implemented immediately to insure that all minority groups and poor recipients are substantially employed in food assistance offices throughout the country. Appropriate sanctions should be devised to correct violations of this policy. This Panel also recommends that an immediate uniform, readily available, simple and efficient appeals system for challenging administrative decisions on eligibility in food assistance programs and for resolving other complaints be devised and implemented. Benefits should not be cut off until the appeal is decided. Publicly appointed counsel should be provided to recipients to aid in appeals.

No matter how effective programs may look on paper, the proof of their value depends on their evaluation after they have operated for a reasonable period of time. Food assistance programs must be monitored both for nutritional and administrative effectiveness. Other Panels at this Conference are considering standards for evaluating nutritional status and techniques for establishing nutritional surveillance of the American people.

This Panel is shocked at the lack of systematic research on the effect of assistance programs on food consumption patterns and levels of nutrition and well-being.

This Panel recommends:

> That up to 1 percent of annual program funds be made available for program analysis and evaluation to design nutrition programs consistent with national priorities in areas affected by nutrition such as health, education, income maintenance, and crime prevention, and to evaluate the performance of nutrition programs as they are carried out, and to modify and improve them accordingly.

It is suggested that this recommendation be given highest priority and be implemented as soon as possible because of its potential major effects on future resource allocations and program performance.

It is also recommended that an amount up to 1 percent of the funds granted to States and communities be set aside for program planning and program evaluation in the light of State and community objectives for nutrition of their citizens.

THE SCHOOL AS A FOOD DELIVERY SYSTEM

Every child has a right to the nutritional resources that he needs to achieve optimal health. The school, historically the vehicle through which Americans implement important national and community goals, is unequaled as the institution by which this right can be fulfilled, and with an enormous impact on the nutritional status of the people as a whole. Almost all Americans pass through the school's doors—and at an increasingly earlier age for longer periods of time and for broadly expanded services and programs throughout their lifetime.

As a delivery system, the school has its major client, the growing child, under conditions that cannot be rivaled. His presence at a particular attendance unit can be predicted and planned for. During this most impressionable stage he is acquiring the habits that will establish his life style. Intensely concerned about himself, the child's active cooperation in behalf of his own well-being can be elicited. Never again will he be so available and so potentially receptive to the impact of a systematic, comprehensive, integrated approach to his nutritional health.

To be effective as a nutrition delivery system, the school must deliver—

1. Food that meets national nutritional standards as well as varying individual needs and that is provided in a dignified manner and in an atmosphere conducive to developing positive attitudes toward nutrition.
2. Knowledge about foods and their importance to physical, intellectual, and social development so that the child will be equipped to make wise choices throughout his life.
3. Services of health professionals who monitor the child's nutritional status, identify specific deficiencies, and involve the child, his family, and the food service personnel in steps to correct them.
4. The concern of a caring society. "School is the child's first great encounter with society * * * to him it represents the whole of society. It is doubly important that we convince him from the very first that society both gives and demands and that it gives first before it demands. And for the small child there is no giving more obvious than the giving of food." (Bruno Bettelheim).

The school is neither a temporary substitute for nor a competitor with the family as a provider of nutrition. The school and the family are complementary food delivery systems that share a common concern for the total child. They may shift the relative importance of their roles as delivery systems during the child's growing years. If the school is urged to extend its nutrition day as it attempts to meet the needs of the total child and offers breakfasts, nutritious snacks, supper, and summer meals, this expanded service should not be viewed as a threat to family cohesiveness.

For some families meals at school offer the quality of nutrition that simply cannot be provided in the home, not only because of the lack of food but also because of inadequate facilities for food storage and preparation and the absence of an adult to prepare meals. A study of 3,000 AFDC mothers disclosed that about one-fourth did not have enough furniture and eating utensils for the family to sit down together.

For other families the opportunity for more meals at school releases parents for activities that contribute to the total family welfare. Forty-five percent of the mothers of school-age children work. Middle-class parents with heavy civic responsibilities and families where all members participate in evening educational and cultural activities at school will undoubtedly be among the advocates of a food delivery system that does not confine its nutrition to the traditional midday lunch.

The school does not exist in isolation from the community and must be aware of outside factors, particularly ethnic and socio-economic, that should shape the contours of the nutrition program. The quality of school-community relations will often determine the success of the school as a food delivery system. More attention, however, needs to be given to the largely unexplored potential of the school as a food delivery system that can contribute significantly to implementing important community goals and to providing services to citizens other than school children: The provision of meals for senior citizens; the promoting of ghetto economic development through the creation of food-service corporations that would contract to supply meals to schools; and the establishment of new careers for presently unskilled workers with training opportunities and ladders for advancement into a broad range of jobs in nutrition.

America has never designed a nutrition program to reach all of its children. It has seriously failed those who are needy. After 25 years the national school lunch program currently enrolls only one-third of the Nation's pupils. In the 1968–69 school year almost 32 million of the 51.7 million schoolchildren were not enrolled in the program. Nine and three-tenths million children, many in inner city ghettos, were in schools without any food service whatsoever.

Free and reduced-price lunches were provided in 1968–69 to 3.4 million needy children out of an estimated 8.4 million from low-income families. But even these figures are misleading. There is no standard definition for a "free" or "reduced-price" meal. Because of inadequate reporting procedures, data are not reliable. There are undoubtedly hundreds of thousands of children of near-poor families who do not receive free or reduced-price meals and who become school-lunch dropouts when rising lunch prices make their participation in the program prohibitive. Contrary to Federal law and to new Federal regulations issued in 1968, many school districts do not have uniform policies for determining eligibility for free and reduced-price meals. Needy children are often discriminated against and receive free meals—if they get them at all—under humiliating conditions.

The national school lunch program has rarely sought to reach out-of-school youth. The Nation's child nutrition program is only recently becoming concerned with preschool children. It is the middle-class schoolchild who has been the chief beneficiary of the subsidies programs. Even for him his food has rarely been available as part of an effective program in nutrition education and counseling. Too frequently educators have viewed the cafeteria as a nuisance or, at best, as an auxiliary service that has no relevance to the main educational program.

Many of the problems facing the program are financial. Congressional appropriations have been inadequate and often are available too late for wise planning. With a few notable exceptions, State financial support from tax revenues has been nominal. Local school districts often expect the lunchroom to pay for itself even where there are large concentrations of poor children. The present program has put a burden on the paying child whose fee must often cover not only his food but equipment, labor, food handling, administration and subsidies for free lunches for the needy.

The problems are not just financial. The program operates with such limited data that many States and communities do not know the socioeconomic and nutritional status of the children they should be serving. Even when special funds are available, they are not programed to meet major needs. The program has suffered from inadequate administration and from lack of effective monitoring at all levels. The States that have allocated so few of their own resources to school nutrition programs and that have provided such inadequate stewardship of the Federal funds made available to them must accept their share of responsibility for lunch programs that fail to reach poor and hungry children.

For all of these reasons the potential for the school as a nutrition delivery system for all of the Nation's children does not lie within the program as now structured and administered.

We call, therefore, for a totally new approach. Our recommendations are in three stages:

1. A crash program to close the nutrition gap in 1970.
2. A 2-year research and development phase to tool up for an effective long-range program.
3. A comprehensive nutrition program for children and youth.

THE 1970 CHILDREN'S EMERGENCY FOOD SERVICE

This Panel recommends:

1. The 1970 children's emergency food service must be launched immediately as a crash program to seek out and feed all schoolchildren that are high nutrition risks.
2. The five million needy schoolchildren currently excluded from the national school lunch program shall be served before the end of this school year and that an immediate transfer use shall be provided to meet this need.
3. A nationally determined standard of eligibility for free and reduced-price meals shall be established and used by all schools.
   - (*a*) Free meals (both lunch and breakfast) shall be provided to all pupils whose family income is at or below the poverty level as defined by the Social Security Administration.
   - (*b*) Reduced-price meals (sold at a price that does not exceed one-half of the regular sale price for the type of meal served in the school in which the pupil is enrolled) shall be provided to pupils whose family income is at or below the middle family income in each State as determined by the most recently published figures of the United States Bureau of Census.
10. Sufficient Federal funds shall be provided to enable State and district school boards adequately to administer (including program monitoring) both the school food service and commodity programs.
11. Because of the urgent situation in most of the Nation's cities, priority should be given to emergency food service in schools in which the urban poor are enrolled, especially those which are completely without food service.
12. School breakfast programs should be instituted as rapidly as possible during this emergency and should not be viewed as a substitute for lunches. Breakfast and lunch programs should be developed together as companion units in a total effort.
13. Child development centers with a strong nutrition emphasis shall be initiated for needy infants and preschool children, especially for the children of needy mothers who desire to be gainfully employed.
14. The Federal Government shall assume the total financial responsibility for the children's emergency food service, excluding the cost of constructing facilities.
4. The Federal agency through direct mail and mass news media, using the languages commonly spoken in each area, shall inform all families and school officials of the services available, eligibility standards and application procedures.
5. A simple self-certification process free from any humiliating or discriminatory practices shall be used.
6. The children's emergency food service shall develop a national emergency plan to ensure that all needy children are reached in the most efficient manner consistent with the maintenance of nationally approved nutrition standards.
7. Where States or local school districts are unable or unwilling to provide adequate school meals to all needy children, the Federal Government shall either operate the program directly or contract it out to independent bodies.
8. The national plan shall require uniform standards for identifying needs in the various States, a State-by-State inventory of needs and a plan for meeting the total schoolday nutrition needs of all needy children.
9. During the emergency period where necessary, Federal assistance shall be provided to enable school districts to adequately warehouse food supplies, to secure central or mobile kitchens and such transportation, refrigeration, holding servicing and disposal equipment as is essential to providing meals

schools in areas of high economic need without or with inadequate food service programs.

RECOMMENDATION FOR RESEARCH AND DEVELOPMENT

The Child Development Administration in the Department of Health, Education, and Welfare should undertake an intensive, well-coordinated two-year research and development program in child nutrition. This research should be part of a comprehensive program for studying the impact of nutrition on health, education, and other areas of social concern. No single Federal agency or private organization can do the entire job of child nutrition research. Certain assignments should be given to other Federal agencies; others should be contracted out to independent bodies. The emphasis should be on studies and projects which will help determine the shape of a new national child nutrition and food service program.

Such studies should include development of a simple standard for measuring the nutritional health of the child. We recognize that research in such areas as the relationship between malnutrition and intellectual development will produce useful findings which will have program implications.

1. Research

(*a*) A thorough study of children not reached by current child feeding programs (their location, socioeconomic status, race, nutritional status, etc.).

(*b*) A cost-effectiveness study of the various systems and techniques of delivering food to children, with special emphasis on the cost of food service to schools with no facilities.

(*c*) A study of the impact of school food service on children of different socioeconomic backgrounds to determine whether eating at school has a greater or different impact on different children.

(*d*) A study of the relative importance of school breakfasts and lunches for different age and socioeconomic groups—the relative effect on school achievement, IQ, health status, physical capacity, and social behavior.

(*e*) Research to establish standards for evaluating school food service. How can a school delivery system be most effectively monitored, especially its nutritional impact?

(*f*) Research on new foods, especially nutritional snacks, which could be introduced through the schools but which might have an impact on the whole population.

(*g*) Implications of new technology on school food delivery systems, including the problem of refuse disposal.

(*h*) Research directed to determine the cost effectiveness of Federal, State and school district purchasing of foods for food service programs.

(*i*) A study on the relative effectiveness of different approaches to nutrition education.

2. Demonstration Projects and Planning Grants

The Child Development Administration in cooperation with the Office of Economic Opportunity should establish a demonstration projects office that would be a clearinghouse for information, provide technical assistance to States and communities, evaluate nutritional programs for children, help school districts package existing Federal resources into workable school food delivery systems and make grants for demonstration projects. Priority should be given to projects that:

(*a*) Develop models for innovative nutrition programs especially those which provide comprehensive services to needy children, which make imaginative use of new technology, which broadly involve the community and the private sector and which have built-in evaluation mechanisms.

(*b*) Explore the potential of ghetto corporations organized to provide food service in schools and centers.

(*c*) Demonstrate the role of the school in the institutional feeding of infants and preschool children, e.g. community kitchens in migrant camps or inner city ghettos.

3. Manpower Development

Recognizing that an effective school food delivery system will require workers with new skills, the Department of Labor, Vocational Education Administration and the Allied Health Professions Program of the Department of Health, Education, and Welfare should jointly cooperate to:

(*a*) Explore new careers in child nutrition programs and sponsor demonstration projects to test them out. One example: the school-community nutrition counselor who would integrate the efforts of comprehensive health centers, home health programs, the school and the family to ensure improved nutrition for children. Priority for new career development should be given to jobs for indigenous community residents, especially in low-income areas. Child nutrition programs offer opportunities for training the educable mentally retarded and persons who are physically handicapped for useful careers in the food service industry.

(*b*) Review the school food service profession from the standpoint of the demands arising from the new dimensions of an expanded school nutrition program. Develop in cooperation with State officials and the American School Food Service Association the outlines of a new profession with career ladders and make long-range plans for training programs. Special attention should be given to the development of persons with skills in management, in nutrition counseling and food technology. Creating jobs and career ladders with training programs for the unemployed and under-employed workers who have minimum formal education should have top priority.

LONG-RANGE COMPREHENSIVE NUTRITION PROGRAM FOR CHILDREN AND YOUTH

This Panel recommends a universal free school lunch program [1] within the framework of a Comprehensive Nutrition Program for Children and Youth; which would be available not as welfare for the poor but as a right of all children; which would combine the services of the health education, food service, and community organization professions; which would operate through the school as a delivery system and which would provide a basic unit of food and nutrition counseling to all children ages 3 to 18 who can be reached through institutional feeding. Our goal is an adequate nutrition program provided as a part of the child's total education program.

Congress should declare that it is the national policy that each American child has a right to the nutritional resources that he needs for optimal health and should enact appropriate legislation to guarantee the fulfillment of this right. This basic legislation should:

1. Establish a new Child Nutrition Administration within which all nutrition and food service programs for children would be administered and coordinated.
2. Authorize a comprehensive nutrition program with the school as a delivery system for all children who can be reached through institutional channels, normally ages three to 11, with food service available by the beginning of 1972–73 school term in all schools as well as in facilities providing for programs such as child care, nursery school education and recreation, programs for out-of-school youth, pregnant girls, youth in on-the-job training, etc. The most imaginative development of outreach programs should be contemplated and encouraged, such as the use of facilities in housing projects for feeding school dropouts, small children, etc.
    - (*a*) A basic nutritional unit which should be provided without cost to every child would include:
        - (1) One meal, probably lunch, providing one-third of the RDA.
        - (2) Nutrition counseling, based on medical examinations and the identification of deficiencies, with the school coordinating the corrective efforts of the physician, the family and the child.
    - (*b*) Supplemental nutrition units should be provided as follows:
        - (1) Children from families with incomes at or below the poverty level should receive suplementary nutrition units which will provide the total RDA, year-around. An essential part of this program should be a school breakfast providing at least one-third RDA.
        - (2) In addition to breakfasts which would be provided free in schools with concentrations of poor children, breakfasts should be provided in all other schools on an ability to pay basis as an important feature of an adequate nutrition program.
        - (3) All children away from home more than 6 hours should have two

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[1] A universal school lunch program financed out of tax funds without charge to the children is recommended by the majority of the panel. Two members of the panel, however, urged instead a full Federal subsidy for the universal program with charges for meals for children from high income families. Various administrative methods, such as a credit card system with weekly or monthly billing, are available to prevent the identification of children who receive free or reduced price meals. This would retain the fee system and not further burden the strained State and local tax systems by subsidising lunches for children from affluent homes.

meals available, providing two-thirds RDA on an ability to pay basis. As schools develop off-campus educational and work programs for students, the concern for food and nutrition should follow the child. Imaginative involvement of other community agencies or of the private sector (e.g. the use of vouchers for meals which could be redeemed at local cafeterias) will be required.

(*c*) Incentive grants should be available to school districts to develop nutrition programs which would offer food at a reasonable cost as a community service: Meals for the elderly, evening meals for children of working mothers; family meals to encourage participation in evening school programs, etc.

3. Provide for the financing of the child nutrition program. At the present time we would recommend 100 percent Federal financing for all costs except construction. If Federal revenues are shared with the States, then the States should be expected to participate on a matching basis.

4. Establish the conditions for State participation:

(*a*) States should be required to submit by January 1, 1972, a State plan which would:

(1) Describe the status of child nutrition and the State's unmet needs; identify concentrations of children who are high nutrition risks and locate the target schools and centers where these children will be reached.

(2) Project the nutrition and food service program indicating how Federal and State funds will be used to provide a delivery system to meet the otherwise unmet needs of all children, guaranteeing that all schools will have a food service program and showing plans for reaching out of school youth (pregnant girls, drop-outs, youth in on-the-job training projects, etc.)

(3) Provide working collaborative processes with State, Federal and local agencies, such as Comprehensive State Health Planning, Model Cities, OEO, ESEA, Bureau of Indian Affairs, Public Health agencies, etc.

(4) Indicate the State's overall plan for capital construction for food services to be provided with State revenues.

(5) Describe the State's plan for nutrition education and counseling.

(*b*) States should be required to have a State comprehensive Child Nutrition Advisory Committee, with broad community representation, to participate in the planning and monitoring of the State's program.

(*c*) States should be required to submit an annual report showing progress in meeting needs identified in the plan.

5. Direct the responsible Federal administrative agency, after consulting with appropriate committees of the Congress, the States and various organizations concerned with child nutrition, to develop a model system for administering child feeding programs at the state level and to incorporate in Federal regulations the procedures for monitoring, evaluation and reporting to be implemented by the States and local districts to ensure the most effective service to children. The model system should include staffing requirements and should reflect technical assistance services provided by the Federal Government.

6. Provide sanctions for the withdrawal of Federal funds and/or direct Federal operation where programs are not reaching the intended beneficiaries.

7. Authorize 1 percent of budget for annual evaluation, research and development.

8. Provide for incentive grants for innovative demonstration projects.

9. Establish National Citizens Advisory Committee to facilitate citizens participation in the development, monitoring and evaluation of the comprehensive nutrition program for children and youth.

PANEL V–4: Large-Scale Meal Delivery Systems: Department of Defense, Veterans Administration, Penal Institutions, School Lunch Program. Subpanel: Restaurant Chains, Catering and Industrial Feeding

Chairman: Harvey T. Stephens, Executive Vice President, ARA Services, Inc., Philadelphia, Pa.

Vice Chairman: Hartley W. Howard, Ph. D., Director of Technical Service, Borden, Inc., New York, N.Y.

Chairman (Subpanel on Restaurant Chains, Catering and Industrial Feeding): Robert D. Flickinger, President, Service Systems Corporation, Buffalo, N.Y.

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D. Dean Rhoads, President, Lincoln Manufacturing Company, Fort Wayne, Ind.
Bryant P. Taylor, Superintendent of Schools, San Diego, Texas.
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Subpanel members

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REPORT OF PANEL V–4

INTRODUCTION

The recommendations of the Panel on Large-Scale Meal Delivery Systems, as developed before the White House Conference, were organized around the five institutional systems in the Panel's specific charge: The Department of Defense, Veterans' Administration, Federal Bureau of Prisons, the school lunch program, and preschool feeding. The workshop sessions of the Conference changed this. For in the workshop discussions, two overriding considerations were brought into focus. One of these was the preeminent vehicle for positive action to combat hunger and malnutrition, not only for school-age children, but for unfed and underfed persons of all ages. The second, was the mandatory requirement to consider all recommendations in terms of their ability to be effective either in the immediate or near-immediate time span.

It was necessary, therefore, to give special consideration to those recommendations whose implementation could produce dramatic results in our current national catastrophe of hunger. Other recommendations of significant long-term value, although not immediately applicable in today's crisis, could be assumed to have a lower priority. This report, then recognizes the dichotomy in the following major recommendations of the panel, each of which represents an area of substantial agreement:

FOR IMMEDIATE, URGENT ACTION

1. The President, in recognition of the existence of a national hunger and nutrition emergency, as well as to make real what he has called "The national commitment to put an end to hunger and malnutrition in America," should declare a national hunger emergency to exist in the United States. He should further take all actions possible within existing authority to expand current food programs and establish new programs, in both cases utilizing all available resources and organizations of the American pluralistic economy to feed all hungry Americans this winter and throughout the emergency period.

2. The national school lunch program should be immediately funded as a public responsibility, recognized as an integral part of public and nonpublic education and expanded so as to provide school lunches to all economically needy children at no direct cost to any recipient. To the greatest extent practicable, free school lunches should be immediately augmented by free school breakfasts, so as to provide, through secondary school, at least one-third to one-half of the minimal requirements of the recommended dietary allowance. Also, to the greatest extent practicable, school lunch programs should be immediately broadened to include the elderly, as well as the particularly vulnerable group of migrant children. In all cases, steps should be taken to protect the psyche of the student by not singling out those entitled to free meals as coming from poor families.

3. Both the legislative and executive branches of Government should take all necessary steps to make possible the President's action to combat the national hunger and malnutrition emergency, including all required legislative, financial and administrative changes. Particular attention should be given to facilitate the utilization of all available resources, including the private food-service sector and its extensive capabilities.

FOR URGENT ACTION, BASED ON IMMEDIATE ACTIONS

1. The national school lunch program should be expanded so as to provide free lunch (and breakfast where required) to all students, through secondary school, at no direct cost to recipients. This expansion should be such as to provide for meeting all schoolday nutritional needs of all students at no cost to the individual at the earliest feasible date and in no case later than calendar year 1975.

2. Funding for the expansion of the school lunch program should be "new money" and identified in categorical budgeting so as to make it invulnerable, and preserve the financial integrity of necessary programs of education in schools.

3. School-lunch programs should be broadened to include positive programs for community center activity and to provide meals at no cost to all those who hunger or are malnourished as a result of poverty, age or condition.

4. The large-scale mass feeding systems expertise of the Armed Forces, the Veterans' Administration, of other governmental agencies and of the private food-service sector should be utilized in the national commitment to combat hunger and malnutrition. The path should be cleared so as to permit local authorities, including school districts, to utilize all available expertise in developing their antihunger and malnutrition programs with the greatest possible dispatch and in operating their programs with the greatest possible effectiveness and efficiency.

5. At the earliest practicable date, the national feeding program should be separated from programs of surplus commodity distribution. Federal executive responsibility for this people program should be assigned by the President to the people authority in his Cabinet, the Secretary of Health, Education, and Welfare. Responsibility for commodity distribution should remain in the Department of Agriculture and with its production-oriented expertise.

6. A national program of impartial and continuing evaluation of progress in the war against hunger and malnutrition should be established to monitor results and insure timely program modification. A National Council for Food and Nutrition should be established in the Executive Office of the President to formulate national policy and to serve the President as a watchdog on the progress of the war on hunger as well as to insure coordination of national policy with program development. To achieve these ends, we have developed a series of ideas where our current expertise or resources would permit these objectives to be accomplished by reducing waste wherever it is possible and utilizing these savings to assist in paying the total cost of our desired package.

To complement this summary, the Panel attaches hereto the 88 separate recommendations that were prepared for the White House Conference and that served as the basis for our workshop discussions.

The Panel feels strongly that positive action on our recommendations is mandatory, not only in our current emergency, but to make real our national commitment to eliminate hunger and malnutrition for all time. In his address to the Conference, the President indicated his intention to follow up on the Conference's recommendations. The Panel, also, intends to do so, and to enlist all available support from its members and from their constituencies in this action.

Preface to Defense Department Recommendations

Some of the recommendations contained in this section of the Panel's report, while not directly related to the objectives of improved nutrition or the elimination of hunger, do point the way to the increased effectiveness of the various military meal delivery systems.

While the Panel has not had the time or opportunity to develop these recommendations in exact and quantitative terms, it would appear to the Panel that considerable dollar savings, approximating $200 to $400 millions of dollars, might result from further investigation and implementation of these recommendations.

Further, it would be the firm recommendations of this Panel that any such savings be assigned to help finance projects for the elimination of hunger and malnutrition, specifically in the area of preschool and school lunch programs.

RECOMMENDATIONS

1. National Council for Food and Nutrition

Nutrition programs and services at the Federal, State, and local levels are fragmented and diffused. The programs often lack coordination and effective followthrough and therefore may not achieve their full potential. Responsibility for implementing and administering a program or service at the State and local levels may be assigned to different agencies or departments rather than to the counterpart agency or department which funds and administers the program on the Federal level.

The objectives of our recommendations are to coordinate all nutrition programs and services of Federal agencies and develop a national nutrition policy for implementation by counterpart State and local departments and agencies, voluntary and professional organizations, and industry.

We recommend:

(*a*) That a National Advisory Council on Nutrition be established within the Executive Office of the President to:

   (1) Formulate and promulgate a national nutrition policy.

   (2) Advise the President of national nutrition needs.

   (3) Promote the implementation of a national nutrition policy by all Federal agencies and departments, private industry, voluntary agencies, and other appropriate groups.

   (4) Study the present structure of Federal departments and agencies concerned with nutrition programs and services and recommend a structure with adequate staffing and funding to promote and be responsible for coordinated, long-range planning of comprehensive nutrition services and programs for the optimal nutritional health of the population.

   (5) Promote cooperation between Federal agencies and departments and State and local agencies and departments which have responsibility for implementing a national nutrition policy.

   (6) Insure inclusion of nutrition in deliberations of all future White House Conferences related to health.

(*b*) That counterpart State advisory councils on nutrition be established to implement the national nutrition policies and promulgate State nutrition policies.

(*c*) Implementation:

   (1) Appointment of a National Advisory Council on Nutrition by the President, 1970.

   (2) Appointment of State advisory councils on nutrition by the Governor of each State, 1971.

   (3) Establish a single unit at the Federal level for the organizational placement of all health related nutrition activities with responsibility and funds for administering nutrition services and programs to this unit, 1970.

2. Federal Food Services Review Board

Many separate units within the Federal Government are concerned with ration planning, large-scale feeding and meal delivery operations, and each has developed a body of information, techniques, and expertise in carrying out its assigned mission. Much of this material could be applied directly, or with suitable modification, by other units if means were provided to facilitate communication and cooperation.

At present these activities are fragmented to such an extent that various agencies often operate not only in ignorance of what others are doing but also, on occasion, at cross purposes.

We recommend:

(*a*) That a Federal Food Services Review Board be established as an interdepartmental-interagency body. This board would be kept informed of all activities related to large-scale feeding and would have the responsibility of facilitating interchange of information between the various agencies active in this field, so as to achieve the greatest possible cooperation, coordination, and efficiency. Every agency having responsibility for some area of ration planning and large-scale feeding should be represented on the board.

(*b*) Several members of the board, including members from industry, on a rotating basis, should provide liaison with the National Council on Food and Nutrition.

3. Future Implementation of White House Conference Recommendations

The Senate Select Committee on Nutrition and Human Needs will expire on December 31, 1969, unless measures are taken to extend it. There will be a need for a congressional committee to oversee the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health.

We recommend:

(*a*) Continuation of the Senate Select Committee on Nutrition and Human Needs or the appointment of a comparable congressional committee to continue an appraisal of hunger and malnutrition and to oversee the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health.

(*b*) It is urged that this recommendation from the White House Conference on Food, Nutrition, and Health be given immediate consideration for Senate confirmation to extend the Senate Select Committee on Nutrition and Human Needs through December 1970.

4. New Government Action Is Needed To Extend Nutritional Knowledge[1]

Similar food, nutritional, and human problems exist at Government, State, urban, and private institutional levels. Government departments generally have the largest resources of personnel and financing to develop effective solutions and implementation know-how. But, restrictions of legal authorization, personnel, and financing do not allow or condone engagement in any but very limited outside educational activities. New legislative or Executive order authorization and appropriations are necessary before greatly increased basic knowledge of food, nutrition, and health can be possible.

New legislative or Executive order authorization and appropriations will allow present Government groups with immense expertise to educate cadres to form, teach, and lead additional skilled work forces with lower levels of civic and private organizations.

We recommend:

Appropriate new Government action—authorized, staffed, and financed—could extend Government nutritional knowledge and expertise to State and urban areas, such as State and public hospitals, State prisons, institutions, correction schools, day care schools or facilities, and generally encourage and expand education in nutrition.

5, 6, 7, 8. Department of Defense Feeding Responsibility[2]

The Department of Defense office charged with the responsibility for food service to all branches of the Armed Forces is staffed by only two military, and one civilian personnel. This staff is not equipped with adequate personnel, funds, or authority under unification to adequately plan for economic improvement of the foods program. For example: The DOD staff depends upon the Army for its research and development and equipment specifications through the Nattick facility. The individual services duplicate functions of menu planning.

Overall, if DOD directed standardization of specifications of foods, methods, equipment, facilities, and systems for preparation and service of foods for the military, Government agencies, and commercial operations, it could save millions of dollars per year. As an observation, there appears to be no overall plan, with a tendency for research and development to develop specialized glamourous projects rather than the solving of highest priority pragmatic problems with available standard offerings of the industry's private sector.

The objectives of our recommendation are to:

- Unify the now duplicated or fragmented functions into the central staff of DOD to provide them with effective tools to implement function with responsibility. Proper unification can provide economic savings. For example: "one cent savings" per man day served throughout the Armed Forces totals $8.8 million per year.
- Establish the Department of Defense Food Service Facility and Equipment Planning Board on a full-time basis rather than on infrequent meetings. Provide for an ad hoc industry group to participate in quarterly

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[1] **Support material and agency.**—Government departments staffed with personnel of great knowledge and expertise, backed by supplies of educational materials of comprehensive scope are: Veterans' Administration, Department of Defense, Office of Education, Department of Health, Education, and Welfare, Bureau of Prisons, Department of Agriculture, Subdivision—Head Start, Children's Bureau, Migrant Education, Title I, National School Lunch Program, Type A Lunch, etc.

[2] **Support material and agency.**—The preparation of these recommendations came from the statistics and data supplied by the Department of Defense.

meetings with this group on an advisory basis, including representatives from: The National Association of Food Equipment Manufacturers; International Food and Manufacturers Association; National Security Industrial Association; Society for the Advancement of Food Service Research; Food Equipment Manufacturers Association, and other concerned groups.

- Fund the full-time planning board. This group should be at the Office of the Secretary of Defense level as a staff function to the Director of Food Service of the Department of Defense.
- Transfer responsibility of the purchase of all food service equipment from the Defense General Supply Agency to a special command under the Department of Defense, Director of Food Service.
- That the Director of Food Service in the Department of Defense purchase standard off-the-shelf equipment rather than specially made, military specification products, as are now being purchased by DGSA, except in situations that require specially designed combat functioning products.
- That standards for all equipment provide for portable, modular, interchangeability, and systems concepts should allow equipment to be moved from one military base to another should the need arise.
- Relocate the command of the present Nattick food and food-equipment related research group from the command of the Army to the command of the Director of Food Service of the Department of Defense, along with necessary personnel and funding.
- That a consulting firm be engaged to determine and recommend criteria for an overall food delivery system requirement for the Department of Defense.

We recommend:

[No. 5] A properly conceived and financed research, development, and evaluation program be set up within the Department of Defense to provide the most acceptable and least cost foods, methods, equipment, facilities, and systems for preparation and service of foods for the military, government agencies, and commercial operations.

[No. 6] Transfer the responsibility of specifications for service equipment to a special command under the Department of Defense, Directorate for Food Service.

[No. 7] That Standards for all equipment should provide for interchangeability and systems concepts to allow equipment to be moved from one military base to another should the need arise.

[No. 8] Consider establishing the Department of Defense Food Service Facility and Equipment Planning Board on a full-time basis. Provide for an ad hoc industry group to participate in quarterly meetings with this group on an advisory basis, including representatives from the food service industry.

9. The Department of Defense Food Service Command [3]

Traditionally, the Army, Navy, Air Force, and Marine Corps have functioned independently in their food service operation, with limited awareness of the operations of their counterparts. The services have not been fully unified by the Department of Defense.

The objectives of our recommendations are to:

- Combine by unification all duplicated functions of the Army, Navy, Air Force, and Marine Corps under one Department of Defense Food Service Command.
- Release hundreds of food service personnel to more productive functions.
- Save an estimated $200–$400 million per year.
- Expect that food service in the Armed Forces could be improved through unification. Presently only 50 percent of the meals eaten by military men are obtained through the military food service functions.
- Point to the need of planning to institute major marketing improvements in the preparation and display of food to increase economic efficiencies and improve quantitative nutrition.

We recommend:

Combine all duplicated functions of the Army, Navy, Air Force, and Marine Corps under one Department of Defense Food Service Command.

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[3] Same as footnote 2.

10. USDA—Surplus Food[4]

In past years when food was in surplus, the U.S. Department of Agriculture supplied the Armed Forces with a partial supply of foods. This practice continues at this time although the Armed Forces no longer can economically utilize the foods furnished them.

The objective of our recommendation is to eliminate further supply of U.S. Department of Agriculture commodities to the Armed Forces which can save $50 million at U.S. Department of Agriculture level and be more efficiently utilized in supplying the malnourished segment of our population.

We recommend:

> Eliminate further supply of U.S. Department of Agriculture commodities to the Armed Forces.

11. Speed Kitchen[5]

Several years of development and millions of dollars have been spent on developing a "speed kitchen" for the Armed Forces, and, whereas, this specialized type of research and development should in our opinion seek out alternative improved methods from industry to utilize known expertise in existing off-the-shelf meal delivery systems that have been proven in other areas of the economy, and that possibly through adaptation could be utilized for military application.

This device may be impractical for field use due to:

- Difficulty to logistically supply its requirements of fuel, water, disposable supplies, raw or convenience food.
- Its high cost.
- The dangers of physically moving such large devices by air or ground in combat conditions.
- The high cost of replacement due to captures or abandonment.
- The inefficient use of skilled manpower to operate and maintain in the field.

The objectives of our recommendation are to:

- Postpone all further development of this unit, until a new objective determination can compare this development with mass meal delivery systems developed by the private sector.
- Consider utilizing well-developed existing industry technology to delivery in bulk from at least battalion level bulk 12 by 20 hot or cold food in insulated containers to "company level".
- Consider utilizing refrigerated package hot or cold food in disposable containers for simple reheating at "company level", utilizing insulated containers.
- Start utilizing standard food transporting equipment within 12 months for all combat operations.
- Save millions of dollars annually. The cost of supplying "speed" or "must" devices would be several hundreds of thousands of dollars per company compared with less than a few thousand dollars per company utilizing standard industry products.
- Save not less than $150 million per year.

We recommend:

> Postpone further development of the "speed kitchen" until an industrywide study is made to fully consider industry's new delivery systems.

12, 13, 14, 15, 16. Priority Feasibility Studies[6]

A typical military base by tradition maintains a myriad of small kitchens and dining halls (messhalls) for enlisted men; thus duplicating functions including manpower, building space, and equipment. Each messhall operates independently.

The objectives of our recommendations are to develop studies to determine the feasibility of:

- Eliminating all small messhalls wherever possible. (This may eliminate 3,000 or more messhalls.) Example: Fort Bragg alone has 110 messhalls.
- Eliminating all other appropriated fund cafeterias up to the number required to serve the base population with maximum geographic and transportation limitations wherever possible. (Example of efficiency: Keesler Air Force Base.)
- Eliminating all but one kitchen on each military base, if that kitchen can be converted to prepare food for the entire base, or if not, construct one central kitchen to prepare food for all food requirements of the base.
- Eliminating all present meat processing

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[4] Same as footnote 2.

[5] Same as footnote 2.

[6] The preparation of these recommendations came from the statistics and data supplied by the Department of Defense.

plants (35), pastry kitchens (73), and bread plants (53), and purchase these products from industry in prepared form to further reduce the military personnel requirement.

- Replacing all military personnel concerned with food preparation and service except in top management capacity with civilian workers, or wherever possible utilize food management companies.
- Eliminating possibly 3,000 dining halls and 5,000 kitchens.
- Reducing requirements of at least 21,500 enlisted men.
- Developing civilian job opportunities in military food service for the presently unemployed workers.
- Utilizing the Armed Forces training expertise to train these civilian workers as useful wage earners.
- Establishing a minimum goal of meals per worker hour, including all functions of food preparation, serving, and delivery. (Present five to nine meals per worker hour not including K.P., supply, or procurement personnel * * * this appears to be lower than potential possibilities.)

These recommendations may save at least $328 million per year. (1 cent per day savings per man totals $8.8 million per year.)

We recommend:

[No. 12] Consolidate messhalls whenever possible.

[No. 13] Eliminate all other appropriated fund cafeterias up to the number required to serve the base population within maximum geographic and transportation limitations.

[No. 14] Consolidate food production facilities on each military base; where possible, construct one central kitchen to prepare food for all food requirements of the base.

[No. 15] Develop a study to determine the possibility of discontinuing present meat processing plants (35); pastry kitchens (73), and bread plants (53); considering the feasibility of purchasing these products from approved industry sources in prepared form.

[No. 16] Develop a study to consider the replacing of some base food service military personnel, except in top management capacity with civilian workers, or except in combat or hazardous situation.

17, 18. Nutrition Standards for Filled Milk[7]

Advances in our knowledge of nutrition and in food technology have been made at a rapid rate in recent years and are continuing at an accelerated pace. The application of this new knowledge and these new techniques for the public public benefit is sometimes delayed or prevented because of outmoded laws, regulations, and specifications:

- Present Government filled milk specifications establish minimum requirements of 8.25 percent solids nonfat and 3.25 percent vegetable fat—a floor of nutrition lower than fluid fresh whole milk which averages 9.5 percent solids nonfat and 3.5 percent butterfat.
- Government purchasing by competitive bidding and award to lowest bidder insures that filled milk, a manufactured product, contains the lowest nutritional minimums.
- As Government specification minimums are raised, nutrition of filled milk will be correspondingly raised.
- Milk, whether fresh whole milk or recombined filled milk, is the favorite food beverage of Americans and a principal source of many required nutrients for children and adults.

The objective of our recommendation is to insure that all milk consumed by Americans of government or civilian status, whether fresh whole milk or recombined filled milk; whether in the CONUS or abroad, shall have equal minimum nutritional and healthful qualities.

We recommend:

[17] That since the qualitative and quantitative qualities of filled milk, a manufactured product, can be controlled, the Directorate for Food Service should determine and establish new, higher nutritional standards for filled milk served military and dependent family personnel, overseas and Continental United States, by establishing minimum ingredient percentages: 8.5 percent milk solids nonfat and 3.5 percent vegetable fat.

[18] Similar upgrading of filled-milk taste acceptability and nutrient standards should be required in all Government-supported programs.

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[7] Military Specification MIL-M-35082A—See p. 4, 3.3.2 chemical requirements.

19. Filled-Milk Ingredients of American Orgin[8]

Low-heat milk powder

The United States manufactures ample quantities of spray process, extra grade, low-heat nonfat milk powder which recombines into the most nutritious, most taste acceptable beverage milk. Most foreign countries manufacture medium- and high-heat milk powders, but little, if any, low-heat powder.

Medium and high heat milk powders recombine into beverage milk of less acceptable taste quality.

Vegetable oils—United States and foreign imported

American "soft oils", cottonseed, corn, soybean are low in undesirable saturated fatty acids and high in desirable linoleic fatty acid. Whereas, foreign "hard oils", coconut, palm kernel, and palm oils have reverse characteristics.

U.S. importation and purchase of foreign vegetable oils increase U.S. balance-of-payments problems.

The objective of our recommendation is to use low-heat milk powder and "soft" vegetable oils of 100 percent American origin which will insure consumption of highly nutritious milk of low cholesterol level and help the balance-of-payments situation for U.S. taxpayers.

We recommend: That principal ingredients of filled milk, dry nonfat milk solids, and polyunsaturated vegetable fats shall be of 100 percent American origin for highest taste acceptability and nutritive value, insuring avoidance of undesirable health possibilities characteristic of intake of saturated fatty acids.

20. Prescribe a Uniform Ration Law for DOD

The existing Army/Air Force Executive order and the Navy/Marine Corps law allow substantially different systems and approaches to the common functions of troop feeding among the four services. Although communication exists among food service management personnel, there is no basic legal or compulsive means to indisputably establish and develop a common ration and food service system applicable to all four services to the fullest extent possible.

The objective of our recommendation is to effectively turn the eyes and attention of all food service personnel of the four military services toward a single advisory focal point operating with overriding legal authority to influence and, if necessary, supersede existing command functioning and responsibility within each of the four services.

We recommend:

> That the Office of Secretary of Defense general counsel draft legislation to prescribe a uniform ration law to replace the existing Army/Air Force Executive order and the Navy/Marine Corps law. The objective date for passage of such legislation and its initial implementation shall be fiscal year 1972.

21. Prescribe Quantitative and Qualitative Food Allowances for DOD[9]

Maximum mental and physical efficiency and endurance are primary prerequisites to optimal task preformance. Unexcelled guidance toward military and public health and fitness is available in voluminous publications, booklets, leaflets, etc., published by Government and national authoritative organizations and sources.

The objective of our recommendation is to develop, publish and distribute qualitative and quantitative guidelines for maintaining a high level of fitness and strength for performing general military tasks while counteracting insofar as possible various forms of malnutrition, for example, overnutrition resulting in obesity.

We recommend:

> That the uniform ration law legislation prescribe a single quantitative and qualitative uniform ration allowance per man per day of nutritionally adequate and consumer-acceptable food based on the recommended dietary allowances prescribed by the Food and Nutrition Board, National Research Council, National Academy of Sciences—usage applicable to the four military services and their respective academies.

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[8] U.S. standards for grades of nonfat dry milk (spray process). Substitutes for whole milk, Council on Foods and Nutrition. Comparing nutritional values of filled and imitation milk, Dr. Brink, director of Nutrition Research of National Dairy Council. The "Role of Fats in Nutrition," Council on Foods and Nutrition, American Medical Association. Research analysis of food values, Consumer Reports.

[9] Recommended dietary allowances—Food and Nutrition Board, National Research Council, National Academy of Sciences.

22, 23. Standardization of Policies and Food Service Systems

Although food service and allied operating divisions within the four services operate toward and accomplish ultimate similar ends of providing excellent and adequate nutrition to military personnel, there are nuumerable divergent approaches and systems for ration costing, menu planning, purchasing, determining food acceptability, dining hall operations, maintaining records, reporting of supply and financial data, equipment determination and acquisition, personnel training and incentives, research and development, and countless divergencies which cause undoubted tremendous financial losses and waste of manpower.

The objectives of our recommendations are to consolidate and use to the maximum, the vast accumulated experience and wisdom of military personnel, to add and utilize the progressive developments of the private sector, and to elevate standards of food, nutrition and health while creating enormous financial savings opportunities for the Government and taxpayer.

We recommend:

> [22] That the uniform ration law legislation provide for delegation by the Office of Secretary of Defense to the directorate for food service of responsibility for implementation of uniform policies and standards within the four military services, for more cohesive systems management of food service/subsistence functions, and elimination of duplication in the four service-oriented programs.
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> [23] That the Office of Secretary of Defense delegate to the director for food service responsibility for consolidation, centralization and standardization of purchasing policy, service facilities and equipment, reporting and accounting, storage and distributions, research and development, personnel incentives, etc.; in general, integration of the best practices of the four services peculiar to the military while being alert to private industry developments of new feeding concepts, new or improved food items and food service systems.

24. Elevate Rank of Chief, Directorate for Food Service, DOD

The four military services—Army, Navy, Marines, and Air Force—are independent and equal ranking departments of the Department of Defense.

The chiefs of the food service and allied operating divisions within the four services are generally of equal rank—Colonel or Navy Captain.

The chief, directorate for food service has been a Navy Captain since its establishment in 1966.

Among military divisions and officers of equal rank, execution of command or orders cannot usually be more than discretionary—an impediment to commonality of function and/or direction by a single focal point with ultimate responsibility for development and implementation of uniform programs within the four services.

The objective of our recommendation is to assure integration within the four military services of wide ranging uniform food programs and execution of those programs with maximum efficiency and expedition. The authority of the chief, directorate for food service and the directorate for food service itself must be greater than that of chiefs and military divisions now of coequal rank and authority. The present central policy and management agency, the directorate for food service is recommended to be headed by an officer of higher rank than Colonel or Navy Captain.

We recommend:

> That the Office of Secretary consider Admiral/General rank for the chief, directorate for food service to ensure effective implementation of a new, higher plateau of policies, programs and standards.

25, 26. Reduce Fat Content of Military Diets

Cardiovascular disease and obesity are major health problems in the United States and preventive measures directed to the young male population should be taken to prevent overnutrition and to reduce cardiovascular disease in the middle years. Nutritional surveys conducted by the Army indicate military personnel consume more calories than required.

The objective of our recommendation is to prevent obesity and coronary heart disease in an effort to extend the life expectancy of the male population in the United States.

We recommend:

> [25] Adjustment of the calorie level of the basic daily food allowance or ration for

the military, prisoners, and other male population groups to meet the need of varying age groups and levels of physical activity to enable the individuals to maintain good health and desirable weight.

[26] Reduction of the fat content of the basic daily food allowance or ration of the military, prisoners, and other male population groups to 40 percent or less of the total calories. Reduction of the amounts of cholesterol and saturated fats substituting polyunsaturated fats for saturated fats where appropriate. It is urged that implementation be affected by:

(*a*) Reviewing menus, standardizing recipes, and methods of preparation to determine if changes should be made to reduce fat and cholesterol, and to replace saturated fats with polyunsaturated fats. Implement appropriate changes as soon as feasible.

(*b*) Providing a choice of foods at all meals so that those who wish to select fruit in preference to another dessert, low fat milk instead of whole milk, and salads or plain vegetables in preference to vegetables to which fat has been added, may be able to do so. The choice of foods should be such that a selection may be made by those who wish to lower calories or decrease the intake of saturated fat. Recommend immediate implementation.

(*c*) Providing informal nutrition education through such media as bulletins and other publications, films, posters, and exhibits. Recommend action by making available adequate information concerning the amount and kind of fat in various food products for those who wish to follow eating patterns to prevent or control obesity and coronary heart disease. Recommend immediate action.

27. Use Veterans Administration Nutrition Expertise [10]

The food and nutrition expertise of the Veterans' Administration is highly professional and of outstanding quality. Let us maximize the benefits of this organization by utilizing this expertise and their facilities to match the food needs of our impoverished children and senior citizens groups * * * and the nutritionally deprived population in our prisons.

The objectives of our recommendation are to:

- Utilize personnel and expertise whenever additional capacity of food preparation facilities exist in each Veterans hospital. Improve food delivery service to other segments having the task of feeding our children and senior citizens.
- Engage a consulting firm to work with a full-time representative dietitian of the Veterans' Administration to determine the additional meal capacity of each VA hospital. This consulting firm should then work with a representative of the USDA, HEW, and OEO to survey the nutritional needs of the impoverished within 200 miles of the VA hospital. The consulting firm can match the needs with the availability and coordinate these plans along with recommendations of food delivery systems to meet the needs of these programs.

We recommend:

> To utilize where possible the expertise and facilities of the Veterans' Administration to assist in training and assisting other segments of the population having the task of feeding our children and senior citizens.

28. Issue of USDA Commodities to Federal Prisons [11]

Years ago, when we had food surpluses in this Nation, the USDA supplied the Bureau of Prisons with surplus food commodities. This supply continues to this day. However, these commodities are not being utilized efficiently.

Bureau of Prisons serves food to men representing 7.4 million man days per year with a contribution of USDA food worth 20 cents per man-day. The Bureau of Prisons stated that if USDA commodities were eliminated that their ration cost would increase 6 cents per man-day.

By eliminating commodities, the Federal Government net savings would be 14 cents per man-day times 7.4 million man-days, or a net savings of $1,036,000 per year.

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[10] The preparation of these recommendations came from the statistics and data supplied by the consultants to our committee from the Veterans' Administration.

[11] Testimony of the Administrator of Food Service, U.S. Bureau of Prisons and from the consultants of the committee, and from the experience of the committee.

The objective of our recommendation is to save these funds to provide for the purchase of needed fresh fruits, vegetables, and protein for the prison system or for reallocation to solving the malnutrition problems of our children.

We recommend:

> Discontinue the practice of providing U.S. Department of Agriculture commodities to prisons and provide adequate funds to replace the commodity issuance.

29. Food Service Training in Prison [12]

Prisoners prefer not to work in the food service operation of the prison yet the prison could be a training ground for developing a useful trade to assist in the rehabilitation of the prisoner.

The objectives of our recommendation are to:

- Have an outside consulting firm establish criteria for effective on-the-job training.
- Establish a food service training program in prisons, and where required engage a private firm to operate these training programs for food service within the prison walls.

We recommend:

> Have an outside consulting firm establish criteria for effective on-the-job training for food service personnel.

30. Department of Justice—Bureau of Prisons [13]

The protein, fresh fruit, and vegetable allowance for prisoners may be inadequate to meet the recommended dietary allowances of the Food and Nutrition Board, National Research Council, the National Academy of Sciences.

The panel feels that a study should be conducted to determine if nutrition is adequate, and, if not, make recommendations for correction.

The objective of our recommendation is to improve nutrition in the U.S. Bureau of Prison system, if in fact an improvement is found necessary.

We recommend:

> Develop a study to determine if nutrition is adequate and, if not, make recommendations for correction.

31, 32, 33, 34, 35, 36. Department of Justice—Bureau of Prisons [14]

The U.S. Bureau of Prisons operated by the Department of Justice is advanced in its food service and nutritional treatment of prisoners.

It realizes that good food and nutrition can have a positive effect upon the eventual rehabilitation or release of the prisoners, helping them to become useful citizens.

It is further realized that the city, county, and State prisons in some areas of our Nation are nutritionally maltreating their prisoners and that we must attempt to correct this problem by utilizing to the fullest the expertise of food service personnel in the U.S. Department of Justice Bureau of Prisons.

The objectives of our recommendation are to:

- Train each person in charge of food service at all prisons and detention homes.
- Treat prisoners humanly by providing adequate food and nutrition.
- Rehabilitate prisoners.
- Develop a curriculum and fund a full-time food service training facility under the administrator of food services of the Bureau of Prisons.
- Staff this school with American Dietetic Association dietitians, menu experts, all full-time training personnel.
- Fund this school with travel funds to encourage every city jail, county jail, State Prison, Federal Prison, and Juvenile detention homes at all levels to send their food service managers and their assistants to this school.
- Have the administrator of food services for the Bureau of Prisons continue to up-date standard guidelines to assist all prisons and detention homes in the proper rations of food, food costs, equipment, food delivery systems, foods, nutrition, sanitary practices, efficient operation, training techniques, and training of prisoners to work toward rehabilitation.
- Provide as an emergency measure, each local, county and State prison, jail or detention home with a copy of the existing handbook of "Correctional Food Service."
- Develop a food service consulting service to local groups on a no-charge basis. Announce the availability of this service.

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[12] Same as footnote 11.

[13] Testimony of the Administrator of Food Service, U.S. Bureau of Prisons.

[14] Testimony of the Administrator of Food Service, U.S. Bureau of Prisons, the committee, and consultants to the committee.

- Develop detailed equipment purchasing guidelines for prisons.
- Use funds to make a survey of nutritional adequacy of foods served to prisoners in local, county jails, State prisons and juvenile detention homes. Release results of survey to all agencies and the directors concerned or responsible.

We recommend:

[No. 31] Develop a curriculum and fund a full-time food service training facility under the administrator of food services of the Federal Bureau of Prisons and encourage every city jail, county jail, State prison, Federal prison and juvenile detention home at all levels to send their food service managers and their assistants to this school.

[No. 32] Adequate funds should be appropriated by State and local governments to provide nutritionally adequate meals for all persons in care institutions.

[No. 33] Develop uniform standards to insure nutritionally adequate meals for all persons in public care institutions.

[No. 34] Provide continuous and regular nutrition consultation to State and county care institutions.

[No. 35] Provide basic training and continuing education in the area of food and nutrition for food service personnel and administrators of public care institutions.

[No. 36] Promote food service as a social activity where appropriate.

37. Use of Price Support and Commodity Surplus Programs in School Feeding

School lunch and school feeding programs have been associated historically with distribution of surplus commodities and price-support programs. This association does not yield the best return in terms of nutritional effectiveness or administrative efficiency. The use of the school lunch program for disposal of agricultural commodity removal produces menu distortions.

The objective of our recommendations is to request the Department of Agriculture to more nearly match the selection of food with the nutritional needs of the children's feeding programs. This should be a responsibility of the Food and Nutrition Service of USDA.

We recommend:

(*a*) School feeding programs should be the responsibility of the local educational authorities just as are the school bus (transportation) programs.

(*b*) To accomplish the above, the Federal aspect of the school feeding programs should be administered through Health, Education, and Welfare.

(*c*) The price support and commodity surplus programs administered by USDA should be available as sources of supply to school and other Government feeding programs on a voluntary basis.

38. Nutritional Status of Students

Reflecting the educational potential of proper school nutrition programs, it is our philosophy that food service permitted in schools shall contribute to optimum learning ability through good nutrition, good example, and good instruction.

School nutrition programs should contribute to the education of the child in three ways: (1) To his physical well-being; (2) to his mental receptivity; and (3) to his knowledge of food and application of good eating habits.

We recommend: The school, with the assistance of medical personnel, should determine the nutritional status of the individual child and his schoolday nutritional needs, reporting same to parents.

39. The State Department of Education School Lunch Responsibility[15]

The school lunch program as operated by the local school systems is administered by the State departments of education. For the most part, the service rendered by too many of the States is an accounting for all the Federal monies granted the local school lunch systems and for all the commodities that are given to them. It has been felt for a long time that the State school lunch offices could render a much more meaningful service to the local school lunch organizations by providing real technical assistance and guidance by setting up training programs for school lunch personnel, publishing information and manuals pertaining to the school lunch operation. This would tend to unify the systems throughout the State. The Department of Agriculture has issued a number of publications but they are very limited in their scope in relation to the overall operational functions and responsibilities of the individual school lunch systems. There is a real and immediate need for the improvement of the school lunch operations in relation to utilization of labor, the application of good production procedures and innovations, the determination of production capabilities for each individual school cafeteria and many other operational factors that would help improve the school lunch service and provide a real meaningful lunch program. The State department of education school food service section should be organized, staffed, financed, and equipped to render a positive professional, technical, and administrative assistance to all school food service systems within the State, so that their services to the children are enriched and most effective.

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[15] State department of education contributions to the school lunch program, proposed program and implementation. See appendix.

The objective of our recommendation is to request that the State educational agency be more effective in its service to the local school food service operations. The panel presents a comprehensive proposed program of implementation referenced in the support material. This implementation should have a target date—the beginning of the school year 1972. This would give the Federal agency time to provide guidance to the State departments of education so that they could become more organized in setting up this new school lunch administration approach.

We recommend: The State and educational agency should:

(*a*) Establish qualifications for personnel responsible for directing, supervising, and implementing school food service and a nutrition program.

(*b*) Define criteria for preservice and inservice training programs.

(*c*) Cooperate with educational institutions and professional organizations in developing education programs.

40. The School as a Community Center

We recommend: Reflecting the trend for schools to become community centers, the use of schools should be expanded:

(*a*) School nutrition programs should meet the needs of all ages at all times whenever they are using school facilities.

(*b*) Maximum use of school food service facilities and personnel may be anticipated in times of emergency. Therefore, the local educational agency should be involved in planning for such emergencies.

(*c*) School food service facilities should be used as laboratories for vocational training of youth and adults.[16]

41. School Lunch and Other Child Feeding Programs at School District Levels

Many school districts have a difficult time operating an efficient, effective, and economical school lunch program. The administrative and operating policies, procedures and practices have not kept up with the rapidly expanding demands for school lunches. The personnel employed have been, and for the most part are, mothers and housewives who have wanted a part-time job. Too many of them have had little or no formal training for the job. They are a splendid group of people and are most dedicated in the task that they do. Their endeavors are most sincere and valiant. But with the programs expanding in explosive proportions, a much greater sophisticated management is needed for their administration and operation.

Professional assistance for the school lunch program should be available in a number of ways. First, the school district may employ a person professionally trained in this area and he would develop his staff to accomplish the objectives of the program in the best way possible. Secondly, the school district should be able to employ the services of a consulting firm to review, analyze, and recommend a course of action in the interest of the program. Thirdly, the school district should be able to enter into a contract with a food service management concern to operate its lunch program, if it so desires, without penalty of losing any financial or commodity assistance from any governmental agency. Fourthly, the Federal and State Governments should have their school food service organizations so organized, staffed and financed that they could render a real, positive, down to earth kind of assistance to the local school districts that needed help and requested it.

Adequate financial assistance should be made available to school districts for the development of their lunch programs on a matching basis. Some districts are more able to finance these programs than others. A review of capabilities would have to be made and a determination as to how much assistance could or should be provided. Too many of the school districts are small, with only a meager financing structure for the educational basics. The school lunch program too often receives little or no attention let alone financial assistance. Today, there is more effort to do something for the children than ever before, but much, much more help is needed in terms of adequate amounts of money to get a well balanced, adequate, and pleasing lunch served to the children.

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[16] *Dissent:* 40-C, Mr. Robert Nicholson.

We recommend: Authority and flexibility be provided school districts to develop their school food service systems:

(*a*) That professional assistance be made available to develop, modify, and improve the system.

(*b*) That adequate financial assistance be made available for the development of systems, or the analysis of the private sectors' current industry expertise.

The panel urges that an amendment in the present legislation be considered to provide local school districts with the authority to develop, modify, and improve their lunch program. These changes should be made as soon as possible so the hungry today can benefit.

42. National Nutrition Education Program

Much information on health is available from many agencies, organizations and institutions in this country. But it is quite apparent that none of this has been taken seriously enough for the general population to do anything about it. The tremendous use of tobacco, alcohol and drugs is real evidence of this fact. Anyone who has any idea about how they should maintain their bodies would not subject their bodies to these harmful elements and would do everything possible to maintain an optimal state of health for themselves.

Recently, the Surgeon General has made a statement about the harmful effects of tobacco. His evidence is most conclusive, but there are others who would wish otherwise. The various media have been employed to line up with the Surgeon General to help the general public to see the harmful effects of this item. Certain additives in foods, especially soft drinks, have been condemned because of the possibility of harmful effects on the body. It has taken a national agency in the Government to control the use of these items and stop the manufacturing of the foods in which they are required. These represent dramatic instances, but the day to day habits and practices of following good health practices are not publicized to the same extent.

Many families may be on welfare but they are not utilizing the monies that they receive to the best advantage of their general physical well-being. When children are given potato chips and a bottle of carbonated drink for breakfast, this is the sad commentary in our way of life with the amount of excellent information on nutrition and health that is available today. This information does cost money to produce but it is felt that the health of all the citizenry of the country is far more valuable than the few dollars that it would cost to bring this information to their attention. Many people, even in the so-called affluent segment of our society, are suffering from the lack of practicing good food habits. Many of these people are contributing much to the development of our country but because of ill health, too many cannot function to their full and best capacity.

We recommend:

That a positive, aggressive national nutritional education program be promoted by the Office of Education, Department of Health, Education, and Welfare, emphasizing the importance of good food habits as essential to each individual's health.

The panel urges that the Department of Health, Education, and Welfare direct the Office of Education to develop a positive and aggressive nutritional education program for the citizenry of the country emphasizing the importance of good food habits as essential to every individual's health. The use of Madison Avenue methods to get this information to the general public is essential since Madison Avenue has been most successful in getting the general public to buy many other kinds of things and ideas. The use of all media, both printed and electronic, should be employed. The electronic media is probably the most effective and influential since it does reach many more people who are most in need of this information.

43. School Feeding Programs in Elementary and Secondary Schools

School feeding programs through the national school lunch program are not available to all elementary and secondary school children. It is estimated that only about one-third of the needy children are receiving free or reduced price lunches.

The objectives of our recommendations are to:

- Provide a nutritionally adequate lunch to all the children as a basic school service to promote the learning potential of all children.
- Provide a nutritionally adequate breakfast to all children who choose to eat at school.

We recommend:

The Department of Agriculture should conduct a feasibility study to determine—

(*a*) The actual cost of free feeding of all elementary and secondary school children in sample poverty areas, rural and urban.

(*b*) The most efficient systems of school feeding, including central kitchens, commissaries, and prepackaged food programs.

(*c*) The cost of feeding all elementary and secondary school children free meals during the school year for comparison with costs of the present system of the national school lunch program.

(*d*) The cost of feeding needy children on an optional basis for the full calendar year.

(*e*) The acceptance of the system by the community, school administration, teachers, children.

44. Feeding Preschool Children and Other Nonschool Groups

The feeding of children in schools, day-care centers, Headstart programs, parent-child centers, and training schools for delinquent children are often independently operated programs which may use different standards of feeding, depending on funds available.

The objective of our recommendation is to provide and serve in an atmosphere conducive to learning and sociability, nutritionally adequate meals to all children who eat away from home (following recommendations of the Food and Nutrition Board of the National Research Council.)

We recommend:

The Department of Health, Education, and Welfare should:

(*a*) Explore the use of food production units or other means to service meals, bulk food, or packaged food, delivery to schools, day-care centers, Head Start centers, parent-child centers, residential facilities for the mentally retarded, neglected and dependent children, physically handicapped children, and schools for expectant mothers.

(*b*) Explore the possibility of utilizing the school feeding and dining facilities for feeding the elderly population, at a nominal charge.

The Panel urges that Federal funds be provided to conduct pilot studies to evaluate the use of a community food production center from which an efficient and economical nutritionally adequate meal delivery system would be available to children and other population groups such as the elderly, in the community by fiscal year 1971.

45, 46. Nutrition Education Need

Frequently there is a delay or lack of application of nutrition knowledge to feeding practices. Since nutrition education and school feeding are directly related to health and education, school feeding should reflect the application of current nutrition knowledge to promote optimal health.

We recommend:

[45] Integrate nutrition subject matter into the school curriculum.

- The school feeding practices should be an application of the principles of nutrition as taught in the curriculum.
- Make available basic preparation and continued education in nutrition subject matter to teachers and school administrators.

[46] Restrict practices which are contradictory to promoting nutritional health in school feeding systems.

Effective implementation is requested to:

- Establish Federal guidelines and funding to promote nutrition education in elementary and secondary schools by calendar year 1971.

- Establish a system of providing a choice of foods to meet individual calorie differences based on sex, age, and activity by calendar year 1971.
- Establish at Federal, State, and local levels, nutrition education committees or councils consisting of a representation of health personnel, school administrators, educators, parents, nutritionists, behavioral scientists, food service management, legislators, and food industry by calendar year 1971 to:
  - (*a*) Implement nutrition education in the curriculum and ensure the application of nutrition knowledge to the service of nutritionally adequate meals as an educational and preventive health measure.
  - (*b*) Recommend and implement changes indicated by new nutrition, health, and education information.
  - (*c*) Explore use of volunteers and aides in dining facilities.
  - (*d*) Monitor and evaluate the program.
  - (*e*) Require nutrition subject matter as an integral part of health education in teacher training institutions, 1973.
  - (*f*) Establish a mechanism to provide nutrition consultation at the State and local level to school systems lacking professional nutrition personnel, 1971.

47. Payment for Free Lunches

The National School Lunch Act provides for partial subsidy payments to school districts for all lunches. Except for certain limited recent special assistance and the usual donated commodities, no provision is made to offset the cost of all free lunches; that is, the difference between the partial subsidy and the total cost of the meal. At present the local school districts are expected to absorb this cost. In many instances, this cost is passed on to paying students, or is absorbed in the educational budget, thus discouraging participation by paying students and minimizing the school board's interest in the total program and particularly in the provision of free lunches to all of the needy.

We recommend:

> Immediate action should be taken to determine costs, and if possible, reimburse all free lunches at a rate equal to the difference between total cost of the lunch (all costs) and the subsidy furnished under the National School Lunch Act. Presently the Federal Government is contributing a lump-sum payment to each of the States for welfare purposes. This fund might be increased by the necessary amount and made available to the school districts through local welfare authorities.

48. Eligibility for Free Lunches[17]

The determination for free lunches is not standardized and is presently the responsibility of school administrators and/or local welfare authorities.

The objectives of our recommendation are to:

- Provide free lunches without the recipients knowledge that it is free.
- Provide for a fair and equitable means to determine needy recipients.
- Issue school lunch stamps to the local welfare departments who have the responsibility of determining the needy according to federally established criteria, and then providing the school lunch stamps to the school. The school can then issue one type of ticket to all children, collecting cash for some and welfare tickets for the others.

We recommend:

> Expand the Federal food stamp program for all free lunches. This would provide a uniform standard and act as a barometer of need in the schools. It would also give the children a feeling of "paying" for their lunches and provide a positive control for claims. The rate of reimbursement should vary according to local costs over and above the subsidy provided under the National School Lunch Act.

49, 50. Disinterest of School Staff in School Lunch Program

Teachers are increasingly abdicating their interest in school lunch.

We recommend:

> [49] To reenlist the whole-hearted cooperation of the academic professionals, a massive effort should be launched to create a lunchroom atmosphere which is conducive to direct contact with the students during the lunch periods so that the meal may truly be used for educational purposes. The use of the individ-

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[17] This recommendation developed from testimony of consultants to the committee.

ual classroom for eating purposes might be considered, and teachers might even be paid a premium for this as an extracurricular activity.

[50] Nutrition studies should be included in the preparation of all elementary teachers and the art of dining might also be considered as mandatory for teachers' entrance qualifications.

51. Use of Title I Funds of the Elementary and Secondary Education Act

Many of the new title I programs call for some form of food service. This might be breakfasts, midmorning snacks, lunch (early childhood), afternoon snacks, supper, etc. All of these are being imposed on the school lunch program without adequate thought regarding capacity to perform, facilities, controls, procurement, and *conflict with the lunch program.* It has become possible for a child to be eating all day—excessively.

We recommend:

All Federal programs concerned with child feeding (in schools) should be channeled through one central agency. Also, the funding of such special education programs should omit separate payment for feeding activities. If feeding is desired, it should be requested of the central agency and provided in conjunction with the lunch program, and not in conflict with it.

[18] 52. Efficient Large-Scale Meal Delivery Systems [19]

The school lunch programs in the United States are not utilizing efficient food delivery systems. A kitchen in each school seems to prevail. These kitchens prepare only eight to 12 meals per worker hour, including serving.

Schools with central kitchens, delivering hot and cold food bulk, average 18 to 24 meals per worker hours, including serving.

Unit kitchens cost twice as much to build as a central kitchen on a per unit basis, and three times as much as a prepackage commissary. Therefore, schools without school lunch programs and schools needing to serve additional meals, overtaxing their present facilities, should be encouraged to utilize more efficient central kitchen or commissary systems or use meals prepared by the food service industry.

The objectives of our recommendations are to:

- To provide school lunches to the children who are in schools not now equipped to serve lunches. Total children—7 million.
- To provide school lunches to the children who are in schools that have a lunch program, but do not participate, in many cases, because they cannot afford to pay for the lunch. Total children—21 million.
- Provide lunches for 28 million additional children.
- To eventually make all schools more efficient to produce an average of 24 to 30 meals per worker hour in the entire school lunch program in the United States. This would then increase our national school lunch capacity by 15 million meals without spending any more labor hours than was expended last year.
- Encourage schools to change their facilities from unit kitchens to central kitchens or commissaries when expanding their facilities, and to improve the efficiency of their present operations.
- Encourage schools adding a school lunch program to utilize the most modern delivery systems (central kitchens or commissaries).
- Encourage payment of Federal subsidies in cash to those schools who wisely become efficient producers by utilizing the most modern methods.
- Equip school district large-scale meal delivery system to adequately serve all schoolchildren two meals per day at a cost of $1 billion.
- Assist local school districts to accomplish this goal by having the USDA, HEW, and OEO recommend the most efficient meal delivery systems.
- Divert all funds now spent by USDA on food commodities into efficiently equipping large-scale meal delivery systems. Diverting $286 million per year for 4 years would provide a meal system capable of serving all children in the United States. The meal system thus furnished would provide an additional capacity of serving 28 million children two meals per day or 56 million meals. This provides more leverage for attaining the 100 percent feeding goal, than the contribution of

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[18] *Dissent:* 52, Mr. Kevin Howard.

[19] "Satellite Systems of Food Service."

food. Food contributions at near the present rate have not achieved the 100 percent goal after many years of practice.

We recommend:

It is suggested that a study be initiated by the Department of Agriculture to arrive at several specific methods of school feeding for city, suburban, and isolated schools, of both sound and unsound buildings, and should include:

(*a*) The means of handling the food within the school.
(*b*) The means of getting the food to the individual school.
(*c*) The type of food which best lends itself to this purpose and to the satisfaction of the local school board.
(*d*) An analysis of the total cost per meal under all systems considered should be one of the determining factors in arriving at ultimate prototypes.
(*e*) The evaluation of soundly constructed prefabricated kitchens as a means of rapidly providing food service where none exists at present.

53. Price-Support Commodity Purchases [20]

Schools have been the beneficiary of commodities from the USDA since the early days of food surpluses. Since surpluses no longer exist, and, in fact, a food shortage threatens the world, it is fitting that in our long-range planning that we consider the elimination of all future purchases of price-support commodities and reallocate the $236 million paid by USDA for food commodities directly to schools in the form of cash subsidy for the school lunch program.

It is the objective of our recommendation to insure that our emphasis in child feeding be based solely on education and nutrition, rather than as a depository for surplus and price-support commodities, and that we gradually reduce expenditures spent for commodities. Further, that subsidies to child feeding be increased to encourage and equip school lunch programs where the greatest need exists.

We recommend:

That our emphasis in child feeding be based solely on education and nutrition, rather than as a depository for surplus foods and that cash subsidies to child feeding programs be increased, and encourage programs where none now exist.

54. Leasing Food Service Equipment for Schools

Many schools needing a school lunch program are restricted due to lack of cash to purchase equipment.

The objectives of our recommendations are to assist and encourage school districts to obtain modern delivery systems.

We recommend:

Develop a subsidy of matching funds for meal systems through leasing. For example, a school system supplying 20 percent of the annual lease rate and the Federal Government supplying 80 percent, would provide a school district the leverage for a modern meals system for a lease rate of a fraction per year of what it would cost to purchase the same equipment. Thus, a school would obtain the leverage capability of serving approximately 12 times the number of meals per year than they would have if they were required to buy systems outright for cash. Provide stipulation that funds must be used for only modern meal delivery systems to provide maximum leverage for the dollars expended.

55. Timing Federal Government Subsidy [21]

Schools cannot plan on Federal Government subsidies for their school lunch programs due to the late funding of expenditures by Congress until well into the academic year. After the school starts a program, the subsidy can be deleted in the middle of a semester since the school year and the Federal budget announcement do not coincide.

The objective of our recommendation is to assist the local school district in obtaining Federal funds in sufficient time for the operation of the lunch program. (Example: In October 1969, we still do not know amounts to be funded for the 1969–70 school year.)

We recommend:

Legislation should be adopted to budget school lunch funds 1 year in advance.

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[20] From testimony given by consultants to the Committee.

[21] Testimony from consultants to the Committee and from the experience of the Committee.

56, 57,[22] 58. Department of Agriculture Regulations Will Require Revisions[23]

Convenience foods are being accepted by the food industry due to the improved quality control and lower cost in mass production and packaging. Traditionally, schools have prepared foods starting with raw food materials, some of which are donated commodities from the U.S. Department of Agriculture.

Utilizing pre-prepared, packaged foods may require only heating or storing. This convenience may permit new schools to come into the school lunch program. This will require an amendment in the present U.S. Department of Agriculture regulation allowing schools to purchase convenience foods without loss of Federal commodity subsidy.

The objectives of our recommendations are to:

- Reduce the per meal cost; improve food quality and nutrition; permit more meals to be served utilizing present labor in growth situations; and to permit schools without school lunch to add the program with the least number of problems.
- Change the U.S. Department of Agriculture regulation to allow schools a choice between the benefit of U.S. Department of Agriculture commodities at no cost to the school or its food supplier as designated, receiving from U.S. Department of Agriculture cash in the amount that would have been paid by U.S. Department of Agriculture for these foods (including transportation costs).
- Change the U.S. Department of Agriculture regulation to permit schools using convenience foods supplied by food or distribution companies to receive without prejudice the same cash subsidy as if the school were preparing food on the premises.
- Change the U.S. Department of Agriculture regulation to permit schools using the services of private enterprise to deliver, heat, cool, or serve food; collect money to be treated equally in cash subsidy payments as if the school were preparing and serving food with its own management and labor as long as the quantitative and qualitative nutritional and educational requirements are met.

We recommend:

[56] Change the U.S. Department of Agriculture regulation to allow schools a choice between the benefit of U.S. Department of Agriculture commodities at no cost or the school or its food supplier designated, receiving in cash from U.S. Department of Agriculture in the amount that would have been paid by U.S. Department of Agriculture for these foods (including transportation costs).

[57] Change the U.S. Department of Agriculture regulation to permit schools using convenience foods supplied by food or distribution companies to receive without prejudice the same subsidy amounts in cash, as if the school were preparing food on the premises.

[58] Change the U.S. Department of Agriculture regulation to permit schools using the services of private enterprise to deliver, heat, cool, or serve food, or collect money, to be treated equally in subsidy amounts in cash, as if the school were preparing and serving food with its own management and labor, as long as all quantitative and qualitative nutritional requirements are met.

59. A Committee To Evaluate Status of Nutrition in our Nation[24]

The White House Conference will serve as a sounding board for our citizens to share their concerns about nutrition adequacy in our Nation. This, however, is a continuing problem, one requiring a constant awareness on the part of all citizens and forthcoming generations.

The objectives of our recommendation are to:

- Establish and maintain a standing (rotating membership) committee on food, health, and nutrition comprised of representatives of concerned organizations. This committee could be divided into sections of concern, and meet annually to appraise the current nutritional state in our Nation and to make continuing recommendations to the executive branch on ways and means to improve nutrition and health.
- Fund a subsection of this group to provide a continual public relations effort through all types of advertising to keep the general public aware of the need to maintain good nutrition.

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[22] *Dissent:* 58, Dr. John Perryman.

[23] Testimony from the consultants to the Committee and from the experience of the Committee.

[24] Testimony from the consultants to the committee and from the experience of the committee.

- Provide cash grants to organizations, public or private, that through research can unlock the unknown areas of nutrition.

We recommend:

Maintain a standing (rotating membership) committee on food, health, and nutrition comprised of representatives of:

(*a*) The Academy of Science.
(*b*) American Dietetic Association.
(*c*) American School Food Service Association.
(*d*) Society for the Advancement of Food Service Research.
(*e*) Institutional Food and Manufacturers Association.
(*f*) National Association of Food equipment Manufacturers.
(*g*) Food Equipment Manufacturers Association.
(*h*) American Medical Association.
(*i*) Parent-Teachers Association.
(*j*) American School Administrators.
(*k*) American School Business Officials.
(*l*) Veterans' Administration.
(*m*) Department of Agriculture.
(*n*) Department of Health, Education, and Welfare.
(*o*) Office of Economic Opportunity.
(*p*) The Urban League.
(*q*) National Advertising Council.
(*r*) National Restaurant Association.
(*s*) Any other concerned organizations.

60. Use of Funds From Nation's Resources To Feed Schoolchildren

A major effect upon declining nutrition in in America has been caused by the lack of adequate concern on behalf of our citizens and of the legislative bodies. If as much concern had been provided for nutritional needs as has been provided the space program and the building of a military complex, our school lunch programs would not be operating in the vacuum of disinterest.

The only cohesive force that has held school lunch together is the dedicated efforts of the members of the American School Food Service Association; members of the School Lunch Section of the Department of Agriculture; State school lunch directors; and a small army of school administrators that have long realized that hungry children cannot learn, and recognize that school lunch is an integral part of education. Yet, they have been severely handicapped.

The present state of concern over school lunch on the local level is at a low state. Local schools do not have the proper facilities or equipment at this time to accomplish a 100-percent school lunch program. Drastic and immediate measures must be taken immediately if our Nation's children are not to become second rate citizens of this world as far as adequate nutrition is concerned.

Our original emphasis on providing Federal surplus foods to schools is no longer valid since surpluses do not exist. Our new emphasis should be on education.

The objectives of our recommendation are to:

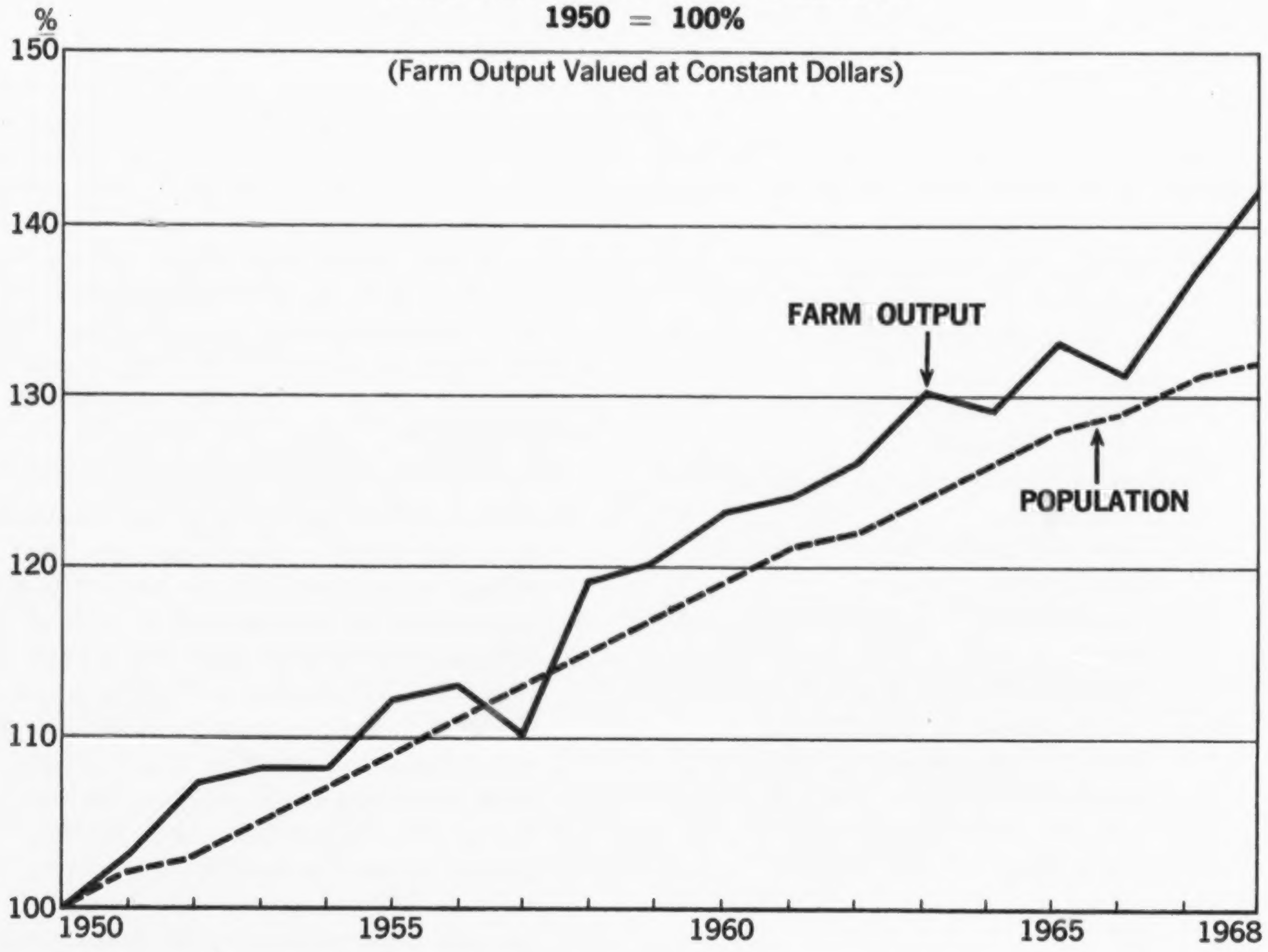
- Ask the President to publicly acknowledge the great cohesive force that has itself subsidized school lunch in the past. Establish a department in Government for school lunch with an educational emphasis. Utilize from all present departments of Government personnel dedicated to the school lunch program, who possess the expertise and willingness to solve the school lunch program nationally.
- Fund this department and function adequately to provide food service to every child. Provide Federal grants only to schools that provide a 100-percent school lunch program. Grant funds to schools for modern meal delivery systems.

We recommend:

To finance the additional costs of child feeding, ask the Congress to designate in legislation funds from some of our Nation's resources such as:

(*a*) Royalties from developments of the NASA space program.
(*b*) Royalties from offshore oil leases on Government property.
(*c*) Sales of Government land and/or surplus property.
(*d*) Continued use of section 32 funds.
(*e*) Federal taxes on cigarettes.
(*f*) Develop a civic leader's fund raising campaign for school lunch on a local basis.
(*g*) Permit through change of regulation to allow unused funds from starting programs to be transferred into the next year. For example: $6½ million

FARM OUTPUT AND U.S. POPULATION
1950 = 100%



Source: U.S. Department of Agriculture.

Exhibit A–I

was returned by USDA to the treasurer since it was unused for the breakfast program—yet this money was urgently needed in school lunch.

(*h*) Federal tax on lotteries.

61, 62, 63, 64, 65, 66, 67, 68, 69. Preschool Nutrition Programs [25]

Through educational activities, public health programs, and welfare undertakings, our society attempts to develop and maintain its human resources. Priorities are assigned as urgent needs are revealed. There is much evidence that a high priority should be assigned to providing adequate nourishment for the infant and preschool population.

Until nutritionally adequate child care programs are successful in helping every individual child develop to his full mental and physical potential, educators will encounter cases of hunger-based retardation.

Action must be taken to organize and administer adequate nutrition programs both public and private sector operated. Programs now in effect such as Head Start should be expanded to reach children of all income levels who are undernourished. All available resources including those of the private sector must be utilized to limit the extent of malnutrition in this important segment of our population.

The objective of our recommendations is to have the school lunch program and the special food service program for children transferred to the Office of Education in HEW where it can receive proper consideration as a significant phase of total child development.

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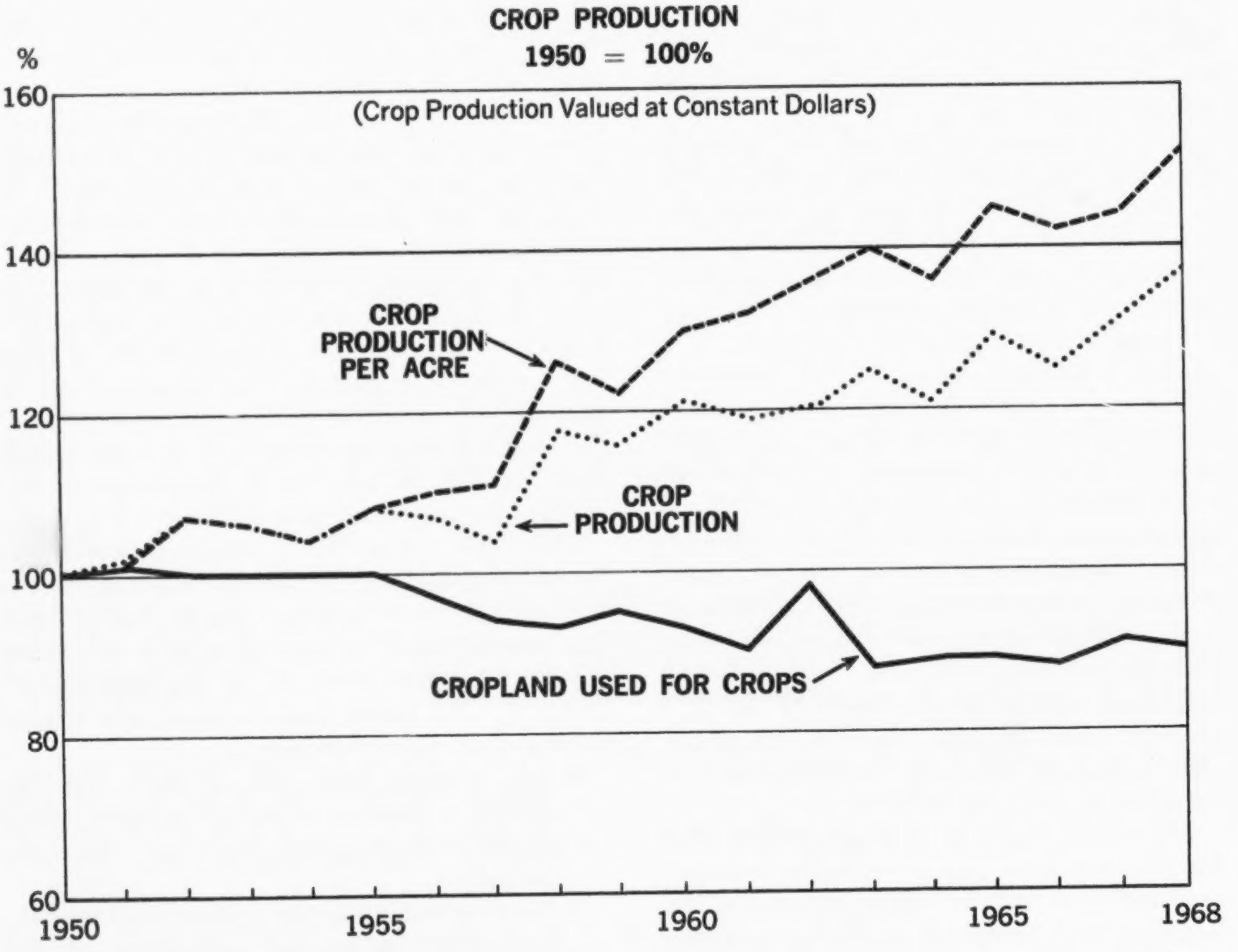
[25] Provided by the Office of Child Development, Department of Health, Education, and Welfare; Head Start nutrition publications (Nos. 3 and 3A), "Nutrition Education for Parents" (Nos. 3B and 3C), "Staffing Training of Headstart Personnel" (No. 3D), Head Start publication "Leader's Discussion Guide" (3E), film "Jenny Is a Good Thing".


CROP PRODUCTION
1950 = 100%

(Crop Production Valued at Constant Dollars)

Source: U.S. Department of Agriculture.

Exhibit A–II

We recommend:

[61] Direct feeding should be continued according to Head Start guidelines. Emphasis is placed upon food preparation on the Center premises of correct amounts of the right foods to provide at least one-third of daily requirements and to fulfill the commitment of delivery to the children of foods meeting individual tastes, with recognition of preservation of cultural and ethnic factors. It is recommended that in all Centers facilities be established to make possible this kind of direct feeding operation except when facilities exist in schools.

[62] It is recommended that Head Start be included and eligible for services provided in the established Child Nutrition Act suitable to needs of Head Start. Specifically this would apply to foods and food preparation equipment. Where this act does not apply, it is recommended that funds be made available to provide for establishing kitchens and storage facilities.

[63] Nutrition education for parents is one of the major considerations of the Conference. The Head Start ten-lesson course should be a priority program to accomplish this and it is recommended that funds be provided for this.

[64] It is recommended that it be a requirement for all Head Start personnel to be given initial training and continuous "inservice" training in all aspects of the Head Start nutrition and food program. The universities contracting with Head Start must conform to basic Head Start guidelines in publication 3D to ensure that staff receive meaningful training related to existing problems encountered.

[65] A promotion system should be developed for the Head Start nutrition film

"Jenny Is a Good Thing," to ensure its continuous use in training programs, and so that its full impact as a device for improving nutrition can be realized.

[66] Nutrition education for children must be a vital and continuous activity and an integral part of the daily activities program of each Head Start center. Funds should be included in the budget of each program to provide for necessary purchases of real foods to be used in the program.

[67] Expansion of the Head Start program is urgently recommended. It is estimated there are 2.5 million preschool children in poverty families. There are approximately 220,000 of these children currently in Head Start. Even though expansion is not possible due to limitation of facilities and trained teachers, funds should be provided to make these available.

[68] Training of Head Start regional office personnel and supplying them with nutrition consultant services on a continuing basis. It is urgently recommended that each regional office include on the staff a full-time nutrition specialist to serve Head Start.

[69] The Head Start headquarters office has operated these 5 years with one nutrition specialist who has had full responsibility for initiating and developing a national nutrition program. It is urgently recommended that a highly qualified nutritionist be placed on the headquarters staff to serve in the capacity of a counterpart to the nutrition specialist to undertake carrying out the President's program for eradicating hunger and malnutrition in Head Start families.

70, 71, 72, 73. Feeding Migrant Preschool and Schoolchildren [26]

Recognizing the vital relationship between good health and nutrition and a child's motivation for learning, the Migrant Programs Section has funded medical, dental, and food services in its eductional projects for migrant children. During its first 3 years of operation, the migrant program has expended a yearly average of 6.2 percent of its total allocation or an average $1,784,000 per year for food services. This expenditure, along with other local, State, and Federal funds has enabled all 45 participating States to provide hot lunches for migrant children, and it has allowed some to provide breakfast and/or snacks.

The State Title I migrant programs have been providing food services, staff development training, and community involvement activities. In order to serve more children and their families, they have coordinated their food programs with existing local, State, and Federal resources. During summer 1969, Department of Agriculture School Lunch Act funds became available to States for summer food programs for poor children, including migrants. Use of these funds eased some financial burdens on migrant school administrators, but did not provide all the necessary food services for migratory families.

The Panel would like to see the States assume central responsibility for feeding migrant students hot lunches, breakfasts, and snacks and for training necessary staff in these programs. Any school food and nutrition program for migrant children, however, must adapt itself to the unique circumstances of the poor, mobile child.

- The migrant child may arrive at any time during a regular school or summer school educational program and leave as unexpectedly.
- He may remain in the school program for a few weeks or months, depending on crop schedules.
- The migrant child may be unfamiliar with foods and menus planned for the resident student population.
- Rural areas in which migrants work may lack adequate facilities to prepare hot meals.
- Resident communities may be hostile to migrant parents or older children working in the school lunchrooms.
- Extended day programs may ncessitate additional food services for migrant children.

The objective of our recommendations is to improve the number and variety of nutrition and food services for migrants and to expand existing programs to include the entire migrant family.

We recommend:

> [70] That migrant children, along with other children, be provided free lunches as part of their school program. The school should assume responsibility for supplementing the diets of disadvantaged children. At the same time, it should not attach a tag or

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[26] Provided by the Migrant Programs Section, Division of Compensatory Education, Office of Education, HEW. "Educating Migrant Children" The University of the State of New York.

card to the poor child receiving free food. This tends to stigmatize rather than assist a poor child.

[71] That special training be provided for personnel in the preparation of nutritious and ethnically relevant menus. Many migrant children are unfamiliar with resident foods and may need special encouragement in adapting to them. Additional staff training is also essential to prepare dietitians and kitchen personnel for regular, summer, and year-round programs for migrant children.

[72] That breakfasts and snacks should be provided for migrant children in all school programs. This is especially important for migrant children whose parents leave for field work very early in the morning. As many schools begin to offer extended day educational programs, it is necessary to provide accompanying food services.

[73] That funds should be allocated to the states to choose and purchase commodities necessary for their food program. We feel that the distribution of cash equivalents rather than actual commodity items would enable states to plan nutritious and interesting school menus more efficiently.

The Panel would like to see these first three recommendations implemented immediately. Since they represent an expansion of existing services through increased funding, their application would not involve any structural changes in program administration or design.

The fourth recommendation, however, does demand a change in the entire Federal commodities program. The changeover from commodity distribution to cash equivalents to States would involve the cooperation and coordination of numerous agency services to migrant children.

The estimated number of migrant children participating in the fiscal year 1970 program is 270,000. A minimum per pupil cost for breakfast is 15 cents; for lunch, 35 cents; and snack 10 cents. This is a total of 60 cents per child per day. The daily expenditure for food services for 270,000 migrant youngsters would be $162,000 or 29,160,000 for a 180-day academic year.

74. Food Systems for Population Group: 0-18 Years

Type A pattern is nutritionally inadequate for all age brackets from 0 to 18 as now required in child feeding programs involving Federal Government subsidy. See the findings of the ARS and C&MS study made of the type A school lunch in the fall of 1966, attachments Nos. 1 and 2.

Type A pattern is not responsive to children and students needs and desires. Only 37 percent of 18,956,000 students in schools with NSLP are selecting the type A meal for their lunch. See attachment No. 3.

Type A pattern quantities are not totally expressed in exact weight measurements or in specific commodities within a food group, therefore, many State and local programs need help with meeting nutrient requirements through provision of a menu pattern for practical application in schools and preschool centers.

Type A pattern cannot be used efficiently in the development of commodity agricultural production requirements nor can it be used effectively in determining annual national and local requirements for food procurement.

We recommend:

> That this concept of a menu pattern for child feeding programs replace the type A pattern. The menu is the basic food service management tool required to design adequate and acceptable large-scale meal delivery systems for preschool and school feeding programs. The qualitative and quantitative nutritional requirements and food preferences of the various age groups of this population can be met more specifically by designing a menu pattern based on their nutritional needs listed in the recommended daily dietary allowances developed by the Food and Nutrition Board, National Academy of Sciences, National Research Council. In order to support the program, the menu pattern as planned must be nutritionally analyzed, costed, and approved by a professional food service management staff located at the school district level to more adequately reflect the needs and desires of the students and the financial capability of the students and preschool children. The menu as served must be audited and nutritionally analyzed at least once during the school year to provide a comparative analysis with the as planned menu for continued improvement in the planning system to increase responsiveness of the participants' needs and desires. This pattern can be

readily adapted to individually preprocessed meals or processed bulk foods distributed to schools and day-care facilities, and processors required to furnish a nutritional analysis for such products as called for in the specifications.

Valid annual food requirements needed for agricultural production reports and for local or central procurement can be computed, using the annual menu pattern, as is successfully done by the armed services, the Veterans' Administration, the Federal Prisons System, and food service management companies.

The attached analysis of nutrient recommendations (RDA) for the youth of our country is based on 100 kcal. intake and indicates that an across-the-board dietary pattern for children from K to 12–14F is feasible; however, special attention is needed for the following nutrients:

(1) Vitamin D and ascorbic acid for the 3–6 year olds

(2) Protein and vitamin E for the older girls (14–16F)

The panel urges that the menu pattern be used nationally for all foods prepared and served to our preschool and school population, including junior college and college students, by fiscal year 1972.

Nutrient recommendations (RDA) on basis 100 kcal intake

Age	Prot. g	A IU	D IU	E IU	AscA mg	Fola. mg	Nia. mgEq	Ribo. mg	Thia. mg	B6 mg	B12 μg	Ca g	P g	I μg	Fe mg	Mg mg	kcal/ day	kcal lb.
3 to 6	1.67	156	25.0	0.63	2.5	0.013	.69	0.055	0.05	0.045	0.19	0.050	0.05	5.0	0.63	12.5	1,600	36.0
6 to 8	1.75	175	20.0	.75	2.0	.010	.65	.055	.05	.05	.20	.045	.045	5.0	.5	10.0	2,000	30.0
8 to 10	1.82	159	18.2	.68	1.82	.014	.68	.055	.05	.055	.23	.045	.045	5.0	.45	13.6	2,200	35.4
10 to 12M	1.80	160	15.0	.80	1.60	.016	.66	.052	.052	.056	.20	.046	.046	5.0	.4	12.0	2,500	22.4
10 to 12F	2.22	200	17.6	.89	1.78	.018	.67	.058	.049	.062	.22	.053	.053	4.9	.5	13.3	2,250	29.2
12 to 14M	1.85	185	14.6	.74	1.67	.015	.67	.052	.052	.059	.19	.052	.052	5.0	.67	13.0	2,700	28.4
12 to 14F	2.18	218	17.3	.87	1.96	.027	.65	.061	.052	.080	.22	.056	.056	5.0	.78	15.2	2,300	22.7
14 to 16M	2.0	166	12.3	.77	1.82	.013	.67	.053	.046	.06	.17	.047	.047	5.0	.6	13.3	3,000	23.0
14 to 16F	2.3	208	16.7	1.04	2.18	.027	.67	.058	.05	.073	.22	.054	.054	4.8	.75	14.6	2,400	21.0
16 to 18F	2.2	200	16.0	1.0	2.0	.016	.60	.06	.046	.06	.20	.052	.052	4.6	.72	14.0	2,300	19.4
Maximum	2.3	218	25.0	1.04	2.5	.028	.69	.061	.052	.08	.23	.056	.056	5.0	.8	15.2		
Average	1.96	180	17.3	.82	1.92	.018	.65	.056	.05	.061	.20	.05	.05	4.9	.63	13.2		
Minimum	1.75	156	12.3	.63	1.60	.010	.60	.052	.046	.045	.17	.045	.045	4.6	.40	10.0		
Minimum as percent of maximum	76	72	52.0	60	64	35	87	85	88	56	74	80	80	92.0	50	66.0		
Average as percent of maximum	85	83	69.0	79	77	63	94	92	96	76	87	89	89	98.0	79	87.0		

75, 76, 77. Presenting Valid Legislative Proposals to Congress[27]

The nutritional adequacy of the type A meal pattern as surveyed in 300 schools in 1968 failed to a substantial degree in meeting the RDA's for the age and activity group enrolled in the elementary and secondary schools. (See attached findings of survey in minutes.)

Acceptability of the type A lunch in the elementary schools is marginal and in the secondary schools is minimal, since less than 37 percent of the 19 million students select the type A lunch for their noonday meal.

We recommend:

That a highly acceptable and nutritious menu pattern be developed, costed, and tested in both urban and rural schools with children from all economic levels of income. The results of this test be evaluated by an impartial, unbiased panel of food-management people from both the public and private sector. The recommendations of this panel, if feasible and adaptable, can then be considered for incorporation into policy and planning documents by the administering agency for food service programs.

That Government agencies sponsoring proposed legislation for child feeding programs submit adequately tested, costed, valid data to the Congress for their consideration. The resources of the Advisory Commission on Intergovernmental Relations of Nutrition reflect intragovernmental experience and attitude; a more equitable balance of expertise in this field could be attained by strengthening the Commission with food service management representation from the private sector and other professional expertise.

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[27] See proposed legislation sec. 75, H.R. 515, sept. 91-83, p. 5, S-2548 and S-2062. 1969 D/A national workshops child nutrition programs.

[28] 78. Child Feeding Programs

Section 13 of the Child Nutrition Act passed October 11, 1966, entitled "Centralization of Administration" assigned autority for the conduct and supervision of federally supported child food service programs to the USDA. The special food service program for children, Public Law 302 dated May 8, 1968, is likewise administered by the USDA. The purpose of these two programs is to expand nonprofit food service programs for children in service institutions, such as day-care centers, recreation centers, summer recreational camps, and day-care centers for handicapped children, including schools. USDA Federal regulation, title 7, section 225.7(c), punitively restricts the use of the private sector to provide the food services in these facilities. Inasmuch as the private sector has been providing the food service in many of these facilities prior to enactment of the regulation, this is considered a definite conflict of interest with the private sector.

We recommend:

> That the Secretary of Agriculture take immediate action to rescind and revise section 225.7(c) of title 7 to permit the project administrators to make the determination. Further, it is recommended that an adequate monitoring system of these programs be established for participation eligibility and use of Federal commodities and funds authorized under this act.

[29] 79. Extending Feeding Programs to Students

The Panel is concerned that only 19 million out of 55.9 million students aged five to 18 participate in the school lunch program, when the school lunch is available to 40 million of these students. Every means should be used to extend the program to the other 36 million not now entitled to or receiving the benefits of the program.

We recommend:

> That the Secretary of Agriculture take immediate action to rescind the punitive restrictions in the Department's regulations which curtail the expansion of the program to all children within the U.S. and Territories. Flexibility is necessary within program administration to permit communities and schools to use creative and innovative means to feed the students. Any program that can present evidence of its ability to consistently meet one-third of the students' daily food requirements should be authorized to do so, and the resultant meals should be eligible for reimbursement from Federal funds. Numerous food service systems developed by the private sector could measurably increase the number of students to be fed in schools currently without kitchens and dining rooms.

[30] 80. Amend the National School Lunch Act

Present legislation, The National School Lunch Act and the Child Nutrition Act of 1966, should be amended to require that every child be provided school lunch benefits at a fair cost or reduced cost as the case necessitates. If a school does not now have the facilities to prepare school lunches, the school board should be given the authority to have the lunches provided elsewhere by the private sector and distributed to the school and served to the students. The Fourteenth Amendment of the U.S. Constitution states that all people are to be treated equally, therefore, all schoolchildren from all economic levels of living should be able to participate in school lunch programs at a fair or reduced price.

The objective of our recommendation is:

- Inasmuch as Federal Statute (Title 42, sec. 1758 of the U.S. Code) and under Federal Regulations Title 7, section 210.8 of the Code of Federal Regulations stipulates that all poor schoolchildren in a school with a lunch program should receive their lunches free or at a reduced price, action should be taken to implement this legislation and funds appropriated by the Congress to accomplish this need immediately.

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[28] *Dissent*: 78, Dr. John Perryman.

[29] *Dissent*: 79, Dr. John Perryman.

[30] *Dissent*: 80, Dr. John Perryman.

We recommend:

That to accomplish this task all public and private resources should be legally authorized to respond to the needs of the public schools. To accomplish this, it will be necessary to remove the restrictive regulations imposed by the Department of Agriculture. Therefore, it is recommended that the President ask the Congress to amend the National School Lunch Act; see sections 2 and 12 below, also sections 9 and 10 of the Child Nutrition Act (42 U.S.C. 1778).

Section 2 of the National School Lunch Act (42 U.S.C. 1751) be amended by adding at the end thereof, the following new sentence: "A school shall not be excluded from the benefits under this chapter merely because it engages the services of a food service company on a fee-for-service basis provided the school lunch program would otherwise qualify for benefits under this chapter, and provided further that the school retains the right to control the quality, and extent of the general nature of the food service and the price of the food to be charged to the children."

Section 12, paragraph (c) of the National School Lunch Act (42 U.S.C. 1760) be amended by eliminating the period at the end thereof, and adding the following language: "nor shall the Secretary or the State impose any requirement inconsistent with the Congressional declaration of policy as stated in section 2 of this Act."

Section 9 of the Child Nutrition Act (42 U.S.C. 1778) be amended by adding the following sentence at the end thereof: "A school shall not be excluded from the benefits under this chapter merely because it engages the services of a food service company on a fee-for-service basis provided the school lunch program would otherwise qualify for benefits under this chapter and provided further, that the school retains the right to control the quality and extent of the general nature of the food service and the prices of food to be charged to the children."

Section 10 of the Child Nutrition Act (42 U.S.C. 1778) be amended by eliminating the period at the end thereof and adding the following language: "*Provided however*, that such regulations shall be consistent in section 9 of this Act."

81. Costing Study Needed on Federal Commodities

Cost data on purchasing, packaging, handling, distributing and administering the surplus and price support commodities for the child feeding program is not available from the Commodity Marketing Service, Department of Agriculture. Total costs of this program are necessary to conduct a cost analysis of the child feeding programs now in effect.

We recommend:

That a complete cost study be initiated by the Department of Agriculture to compute total costs involved in purchasing, packaging, handling, distributing and administering the surplus and price support commodities for child feeding programs administered by their agency for these programs. In the event that a State school lunch agency is also the commodity distributing agency for the schools, the State and local costs should be reported, also, as a separate line item.

82. Title I Funds of Elementary and Secondary Education Act (ESEA)[31]

In 1965 Congress passed the (ESEA), the most far reaching and significant education legislation in the history of this country. The Federal Government recognized the need to provide financial aid to elementary and secondary schools and also recognized the special needs of poor children. Congress intended that title I funds would supplement State and local education funds, not replace them.

Title I is frequently used to provide food services to hungry children. In fiscal year 1968, $32 million (or 2.9 percent of total title I expenditures) was spent on food service, $25 million in the 17 Southern and border States. The lack of proper coordination of Federal food and nutrition programs has resulted in approval and use of title I money for school breakfasts, lunches or snacks for hungry children when other Federal funds were available; namely funds from the Perkins legislation. In fiscal year 1969, $43 million was allocated to the States for expansion of school breakfasts and lunch programs for needy children. A number of States returned substantial percentages of the Perkins allocation while using title I funds for food service. Perkins money should have been exhausted first before applying title I funds for food service needs.

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[31] Title 45, pt. 116 of the Code of Federal Regulations. Financial assistance to meet the special educational needs of educationally deprived children ESEA title I program guide Nos. 44, 46, 48. Profiles in quality education USD HEW "Is it Helping Poor Children", title I of ESEA.

We recommend:

> It is recommended that sufficient funds be appropriated for child-feeding programs so that educational funds will not be directed to school lunches in view of Department of Agriculture school lunch fund increases for fiscal year 1970; and that all title I funds of the Elementary and Secondary Education Act for fiscal year 1970 be directed to other educational projects by the Office of Education, Health, Education, and Welfare.

83. School Lunch and Other Child Feeding Programs

In section 2 of Public Law 396, 79th Congress, National School Lunch Act reads: "It is hereby declared to be the policy of Congress as a measure of national security to safeguard the health and well-being of the nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food * * *" It is believed that the primary purpose of the national school lunch program is to provide a well balanced, adequate, pleasing lunch for the school children to purchase or be given free or at a reduced price if they qualify. Even though the school lunch program can and does utilize many agricultural commodities in great quantity, it is not one of the primary functions to support the agricultural surplus food program. Grassroots studies should be made of the school lunch programs across the country to determine their food requirements in an attempt to satisfy these requirements by studying the local systems with foods that can be used to their own individual and peculiar advantage. A school lunch program should not be operated for the benefit of agricultural interests. It should be operated for the sole benefit of the children.

Since the children represent a real and most important natural resource of our country, they represent the very future and well-being of it. A real concerted and positive effort needs to be made to further the interest of the children in relation to their general physiological, mental, and spiritual health. It is believed that much of our difficulty today with the children is that there has been a gross lack of interest in their general well-being. Too many generalities refer to their interest, but nothing really gets down to the nubby facts of the children's real needs.

One of the first real programs that has taken the interest of the children to heart is the national school lunch program in spite of the fact that one of the primary functions is to dispose of surplus agricultural commodities. Millions of children have benefited by this program and for the dollars spent in it, it is believed that the country benefited greatly from this expenditure. But, as the information has shown at the preliminary meetings of this White House conference, a greater effort needs to be put forth with a greater expenditure of funds for the benefit of the children. This can be done with a real positive type of school lunch program for the school children of the Nation and this can only be started by an act of Congress. But, this act of Congress can only be evolved after interested and dedicated groups of individuals have informed Congress of the kind of need that is present.

We recommend:

> That the National School Lunch Act be amended to remove the statement that the school lunch program be operated for the benefit of the agricultural interest by using agricultural surplus commodities. These commodities should be made available to the school lunch program when they are available, but the program should have sufficient quantities of food to operate under normal situations and should not be required to work around surplus commodities.
>
> The panel urges that the National School Lunch Act be rewritten as a clean bill to cover the real important aspects of a child-feeding program for the schools of the nation. A reevaluation of the present system must be made in order to write a more positive action for this program.

84. School Lunch and Other Child Feeding Programs [illegible]

The school lunch information directives such as the "Planning Guide" and the "Buying Guide" use

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[illegible] Department of Agriculture Planning Guide and Buying Guide; Department of Agriculture School Lunch Recipe Service.

the cup measure for determining the amounts of food to be included in menus and recipes rather than the weight measure. On pages 8 and 9 in the menu planning guide, the cup measure is used exclusively. This is a rather inaccurate means of measuring these foods since many of them are rather bulky and a ¼ cup for one individual, certainly is not a ¼ cup with another individual. The same thing is true of ½ cup, ¾ cup or 1 full cup. It is important that the children be given the full measure of the food requirement and with so many different school systems across the country, there are many untrained food service personnel putting these lunches together, and some inaccuracies are bound to occur. Weight measures would be more accurate and uniform, and the type of menus and recipes would more than likely come out the same each time it was made by the cooks and the food service workers. The weight measures provide much more accuracy in putting these meals together than trying to guess what ½ cup of vegetables are or what constitutes ½ cup fruit. Baked beans, for instance, would give a much more concentrated and greater portion than ¼ cup of green beans. Some people may pack the cups and some may leave the food rather loosely packed. When each of these illustrations would be weighed, there would be a considerable difference in the quantity of food involved.

We recommend:

> That the school lunch information directives such as the "Planning Guide" and the "Buying Guide" should use weight measurements to determine the amount of foods to be included in recipes or in menus rather than use volume measures such as ¼ cups, ½ cups or full cup measures.
>
> The panel urges that early consideration be given to a revision of the documents. The publication would have to be revised by the Department of Agriculture to determine the weights involved for the proper portions of the foods to be served. This should be done as soon as possible for it is known that it takes considerable time to make changes in any publication that is used so widely as these are used in the school lunch program.

85. School Lunch a Public Responsibility

In fidelity to the premise that the school accepts the responsibility for the child during the hours he is under its care, the school nutrition programs should meet the child's nutritional needs during the hours of the school's responsibility.

Such nutrition programs should be funded as a public responsibility and therefore at no cost to the individual.

The Panel is cognizant that this goal far exceeds our present public commitment toward meeting school-day nutrition needs. However, the panel feels that all children can eventually be reached by expanding the program as is outlined in the recommendation.

We recommend:

> School food service should be expanded throughout the United States and the territories in four increments to provide:
>
> (*a*) A school lunch that contains one-third of the student's recommended daily dietary allowance for all economically-needy pupils at no cost to the individual by calendar year 1970.
>
> (*b*) A school lunch that contains one-third of the student's recommended daily dietary allowance for all students at no cost to the individual by calendar year 1975.
>
> (*c*) Provisions of one-half of a child's recommended daily dietary allowance for all economically-needy children at no cost to the child by calendar year 1975.
>
> (*d*) Provisions for meeting all school-day nutritional needs for all pupils at no cost to the individual by calendar year 1980.

[33] 86. Centralization of Administration in Health, Education, and Welfare

There are presently several programs providing Federal assistance to child-feeding programs. To establish better coordination, economies in the use of Federal funds and more closely related program administration, the panel recommends that legislation be initiated that will channel the operating funds directly to the State Departments of Education from the Secretary of Health, Education, and Welfare.

Successful projects for children's feeding programs must be comprehensive, involving activities generally associated with the fields of health, social services, and education. Similarly, it is clear that the program must focus on the problems of child and parent, and that these activities need to be carefully integrated with programs throughout the school years through the Office of Education; Health, Education, and Welfare.

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[33] *Dissent:* 66, Dr. John Perryman.

We recommend:

> That the Department of Health, Education, and Welfare should be considered by Congress to consolidate all school- and other child-feeding programs under one legislative authority with a single appropriation for all the feeding programs.

87, 88. Restaurant Chains, Catering, and Industrial Feeding

[87] The food service industry is a system which exists for economical and efficient large-scale food delivery and distribution. It includes within it the capacity to meet not only currently prescribed nutritional standards but such other standards as may be developed, at this Conference or subsequently, to meet nutritional needs. Further, it has the capacity to plan, organize, and operate (with appropriate nutritional audits) such programs as may be implemented to eliminate hunger. The industry is well equipped with planners, dietitians, engineers, skilled employees for preparation and services, and owns or operates the necessary hardware to produce the job. Building on its proven development of mass-feeding systems for industry, hospitals, colleges, and other institutions, as well as air transport industry, the food service industry should be a key vehicle in any national program to eliminate hunger and improve national nutrition.

[88] The key to success in any national program to eliminate hunger and improve nutrition is public demand created by education. The food service industry possesses a large capacity to participate in a national program of nutrition education—in the schools, for the eating-out public, and for special groups. As a responsible industry, which as far back as 1923 adopted a code of ethics (The National Restaurant Association Standards of Business Practice), the food service industry would welcome such a national program and participate in it to its fullest. This participation would be consistent with, and included in the industry's current extensive education and training program.

APPENDIX FOR PANEL V–4

NUTRIENTS IN TYPE A SCHOOL LUNCHES

Summary of results of a nationwide study by the U.S. Department of Agriculture.[1]

The type A lunch pattern was designed as a framework for planning lunches which will reach the nutritional goal of providing one-third of the daily recommended dietary allowances (RDA) for children as established by the Food and Nutrition Board of the National Research Council (1). The study summarized here was designed to obtain actual data on the nutritive content of type A lunches, to help in evaluating the pattern. Because the purpose of the study was to test the interpretation of the pattern, rather than to determine actual nutrient intakes of the children, nutritive data were obtained on the basic lunches as served, not as eaten.

PROCEDURE

With the aim of obtaining data that would represent type A lunches as served in the United States as a whole, 300 schools from 19 States were selected. Schools in any one State were meant to represent a group of States, and not necessarily the State itself. Details of the plan for selecting States and schools have been published (2).

The sample from each school consisted of food from four trays collected each day for 5 consecutive days, for a total of 20 lunches per school. Because most sixth graders are in the age group of 10 to 12 years, on which the quantities of food in the type A pattern are based, all lunches were collected at the time sixth graders were served. Collections were made during the autumn of 1966. Inedible material was removed from the collected lunches, which were frozen and shipped to a laboratory. There the lunches from each school were weighed and analyzed for a large number of nutrients. The analyses were made by the Wisconsin Alumni Research Foundation, working under contract to ARS.

The nutrient and calorie contents of the lunches as determined by analysis were compared with both one-third and one-fourth of the 1968 recommended allowances. (In the first report on this study (2), issued before the 1968 allowances were available, the 1963 allowances were used in evaluating the lunches.)

RESULTS AND DISCUSSION

Table 1 shows that the lunches from the 300 schools on the average met or exceeded the nutritional goal of one-third the recommended allowance for all nutrients except iron and magnesium. On the average, the lunches tended to fall below the goal in food energy (calories).

Lunches which were low in food energy also tended to be low in one or more nutrients. Extra servings of food where available were not included in the meal samples analyzed. These extras could easily have brought the average energy value of the lunches, and the level of some of the nutrients, up to the goal.

Considerable variation was found in the nutrient content of lunches among the 300 schools. None of the lunches were below the goal for protein, riboflavin, and niacin. On the other hand, lunches from a number of schools were below the goal for food energy and for certain vitamins and minerals, particularly vitamin A, vitamin B_6, iron, and magnesium. Many of these lunches supplied at least one-fourth of the RDA. In fact, lunches from only a small proportion of the schools failed to supply at least one-fourth the allowance for any nutrient except iron and vitamins A and D. Lunches from nearly 30 percent of the schools were below this level in iron, and those from nearly 20 percent in vitamins A and D. Inasmuch as children can obtain vitamin D from the action of sunlight on the skin, the fact that so many lunches were low in vitamin D is of questionable significance.

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[1] The Agricultural Research Service and the Consumer and Marketing Service, USDA, and 19 State school lunch agencies cooperated in this study.

The RDAs for the different nutrients include margins of safety. For this reason, lunches that provide at least one-fourth the recommended amounts of nutrients, even though not meeting the nutritional goal, can be considered partially satisfactory. If nutrients frequently fall below the goal, however, effort should be made to improve the lunches. Such improvement is especially important in areas where the school lunch is likely to be the only "good" meal available to some children.

Although this study did not provide data on ascorbic acid in the lunches, the goal for this vitamin should not be as difficult to reach as formerly, because the recommended allowance was considerably reduced in 1968.

Because of current interest in the role of dietary fat in health, fat content of the lunches was determined even though there are as yet no recommended allowances for kinds and amounts of fat to be included in the diet. The proportion of total calories supplied by fat is often used as an indicator of the level of fat in the diet. On an average, 39 percent of the total calories in the lunches came from fat. Fat accounted for over 40 percent of the total calories in the lunches of 110 of the 300 schools. Levels below 40 percent are probably more desirable than those above 40. Thus a number of schools in this study could be encouraged to reduce the amount of fat in the meals they serve.

In reviewing the report of an individual school, it should be kept in mind that the sample of 20 lunches, representing 5 days' menus, may not be representative of the nutrient content of the lunches served in this school over a long period of time. Also, these data are for the basic lunch as served in the school. No second helpings were included. These data do not measure compliance with the type A pattern as that was not the purpose of this study.

Publication of more detailed reports of the findings on the vitamin, fatty acid and mineral contents of the lunches is planned.

1. Food and Nutrition Board, National Research Council, National Academy of Sciences, Seventh Revised Edition 1968. Publication 1694. Washington, D.C. (1968)
2. Murphy, E. W., Grossman, E., and Fomiati, F. H · The nutritive content of type A lunches. School Lunch Journal 22(4): 11-18, 1968.

TABLE 1.—*Nutritional guidelines and nutrient content of type A school lunches from 300 schools*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	All schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	456	1,149	735
Protein, grams	16	12	20.4	47.0	29.8
Calories from fat, percent	(2)	(2)	27	54	39
Vitamin A, I.U.	1,500	1,120	380	10,300	2,100
Vitamin D, I.U.	133	100	0	370	180
Thiamine, mg	0.40	0.30	0.12	0.80	0.44
Riboflavin, mg	0.43	0.32	0.45	1.69	0.76
Niacin, mg. equivalents	5.3	4.0	[3] 6.2	21.5	11.8
Vitamin B_6, mg	0.47	0.35	0.23	0.76	0.46
Vitamin B_{12}, µg	1.7	1.2	1.1	51.5	2.7
Calcium,[4] mg	400	300	323	908	455
Iron,[5] mg	4.7	3.5	1.3	17.9	4.2
Phosphorus, mg	400	300	338	848	518
Magnesium, mg	100	75	61	152	93

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowance set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for preformed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2) which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girls, ⅓ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 2.—*Nutritional guidelines and nutrient content of type A school lunches from 51 schools in the North East District*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	51 schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	523	827	690
Protein, grams	16	12	22.5	36.3	29.0
Calories from fat, percent	(2)	(2)	27	47	38
Vitamin A, I.U.	1,500	1,120	470	4,280	1,780
Vitamin D, I.U.	133	100	60	340	190
Thiamine, mg	0.40	0.30	0.12	0.66	0.41
Riboflavin, mg	0.43	0.32	.55	0.94	0.72
Niacin, mg. equivalents	5.3	4.0	[3] 7.8	18.2	11.6
Vitamin B_6, mg	0.47	0.35	0.30	0.60	0.44
Vitamin B_{12}, µg	1.7	1.2	1.4	3.1	2.1
Calcium,[4] mg	400	300	342	586	437
Iron,[5] mg	4.7	3.5	2.8	8.4	6.0
Phosphorus, mg	400	300	390	713	497
Magnesium, mg	100	75	60	127	87

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowance set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for preformed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girls, ⅓ RDA is 6.0 mg; for boys, it is 3.3 mg.

TABLE 3.—*Nutritional guidelines and nutrient content of type A school lunches from 91 schools in the South East District*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	91 schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	497	1,140	786
Protein, grams	16	12	21.7	47.0	31.1
Calories from fat, percent	(2)	(2)	31	54	40
Vitamin A, I.U	1,500	1,120	540	10,300	2,700
Vitamin D, I.U	133	100	0	370	200
Thiamine, mg	0.40	0.30	0.31	0.77	0.49
Riboflavin, mg	0.43	0.32	0.58	1.69	0.81
Niacin, mg. equivalents	5.3	4.0	[3] 8.1	21.5	12.8
Vitamin B_6, mg	0.47	0.35	0.32	0.76	0.49
Vitamin B_{12}, μg	1.7	1.2	1.0	51.5	3.6
Calcium,[4] mg	400	300	365	908	488
Iron,[5] mg	4.7	3.5	2.6	17.9	4.9
Phosphorus, mg	400	300	338	848	543
Magnesium, mg	100	75	61	152	99

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowance set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for performed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girsl, ⅓ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 4.—*Nutritional guidelines and nutrient content of type A school lunches from 78 schools in the Mid West District*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	78 schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	530	977	715
Protein, grams	16	12	20.4	43.4	28.5
Calories from fat, percent	(2)	(2)	27	48	38
Vitamin A, I.U	1,500	1,120	520	4,300	1,580
Vitamin D, I.U	133	100	50	330	170
Thiamine, mg	0.40	0.30	0.29	0.69	0.43
Riboflavin, mg	0.43	0.32	0.52	1.11	0.76
Niacin, mg. equivalents	5.3	4.0	[3] 6.2	16.9	11.0
Vitamin B_6, mg	0.47	0.35	0.23	0.70	0.44
Vitamin, B_{12}, μg	1.7	1.2	1.1	3.7	2.0
Calcium,[4] mg	400	300	323	565	422
Iron,[5] mg	4.7	3.5	1.7	7.1	3.8
Phosphorous, mg	400	300	349	690	493
Magnesium, mg	100	75	62	137	91

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowance set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for preformed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girls, ⅓ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 5.—*Nutritional guidelines and nutrient content of type A school lunches from 48 schools in the South West District*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	48 schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	456	959	751
Protein, grams	16	12	20.9	39.2	30.9
Calories from fat, percent	(2)	(2)	32	45	39
Vitamin A, I.U	1,500	1,120	810	5,270	2,240
Vitamin D, I.U	133	100	0	360	160
Thiamine, mg	0.40	0.30	0.24	0.80	0.43
Riboflavin, mg	0.43	0.32	0.51	1.24	0.75
Niacin, mg. equivalents	5.3	4.0	7.5	16.2	12.1
Vitamin B_6, mg	0.47	0.35	0.28	0.57	0.42
Vitamin B_{12}, μg	1.7	1.2	1.4	18.4	2.7
Calcium,[4] mg	400	300	363	589	447
Iron [5] mg	4.7	3.5	2.5	8.2	4.4
Phosphorus, mg	400	300	383	746	535
Magnesium, mg	100	75	63	126	92

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowances set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for preformed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girls, ⅓ RDA is 6.0 mg; for boys, it is 3.3 mg.

TABLE 6.—*Nutritional guidelines and nutrient content of type A school lunches from 32 schools in the West District*

Item	⅓ recommended dietary allowances[1]	¼ recommended dietary allowances[1]	32 schools		
			Minimum	Maximum	Average
Food energy, calories	790	590	594	813	687
Protein, grams	16	12	22.2	33.8	28.4
Calories from fat, percent	(2)	(2)	30	45	39
Vitamin A, I.U	1,500	1,120	380	10,050	1,920
Vitamin D, I.U	133	100	50	350	160
Thiamine, mg	0.40	0.30	0.27	0.64	0.41
Riboflavin, mg	0.43	0.32	0.45	0.98	0.73
Niacin, mg. equivalents	5.3	4.0	[3] 7.8	13.9	10.7
Vitamin B_6, mg	0.47	0.35	0.34	0.58	0.46
Vitamin B_{12}, μg	1.7	1.2	1.2	4.1	2.6
Calcium,[4] mg	400	300	373	587	463
Iron,[5] mg	4.7	3.5	1.3	6.4	2.6
Phosphorus, mg	400	300	442	678	516
Magnesium, mg	100	75	69	119	91

[1] Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

[2] No allowance set by National Academy of Sciences—National Research Council.

[3] Estimate based on values for preformed niacin and protein as determined by analysis.

[4] Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

[5] The allowance for iron is greater for girls than for boys of this age. For girls, ⅓ RDA is 6.0 mg.; for boys, it is 3.3 mg.

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Research Service

RESULTS AND IMPLICATIONS OF THE STUDY OF THE TYPE A LUNCH

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Most of you are familiar with the study that ARS and C&MS made of the type A school lunch in the fall of 1966. The purpose of the study was to evaluate the guidelines that we have been giving you for planning a good lunch—one that supplies one-third of the recommended dietary allowances (RDA's) for the children. This nutritional goal was established by the Department in 1946 and reaffirmed by the special ad hoc advisory group that met with us in late February. We needed to know whether the interpretation of our guidelines resulted in a lunch that met this nutritional goal. Therefore, we analyzed the lunches and compared their nutrient content with the RDA's.

As you know, the 300 schools where lunches for 1 week were studied were selected to be representative of the five administrative districts of the National School Lunch Program and of the 48 contiguous States. Detailed results are being supplied to you in terms of averages for the United States, for each of the five districts, and for each school.

Now for some highlights that have implications and form the basis for some of our recommendations. Figures for the United States and the districts indicate that on the average the lunches reached the nutritional goal except for food energy, iron, and magnesium. Figures for individual schools, however, showed that during the week of study the lunches in a number of schools failed to a substantial degree in meeting the goal. Iron, vitamin A, magnesium, vitamin B_6, and food energy were most often short when lunches failed to meet the goal. In some cases the size of the lunch was at fault. Lunches low in calories tended to be low in several minerals and vitamins. If second servings, which we did not sample, were given some of the deficit would have been made up. In other cases nutrient shortages were due to poor food choices and perhaps to preparation practices.

Protein.—Every one of the 300 schools served lunches that reached or surpassed the goal for protein. Equally impressive was the significant correlation between the protein and the supply of other nutrients present, especially the B-vitamins, iron, and magnesium.

Such findings highlight two points that have implications for our school lunches: (1) there is no need or justification in bolstering the protein content of the lunch by the use of protein concentrates or protein isolates, and (2) any replacement of foods now used as sources of protein with a concentrate of "merely protein" would seriously jeopardize the overall nutritive value of the lunch, and particularly in those nutrients already found to be present in marginal amounts as related to the RDA's.

For this reason, we consider that continuing to designate meat and its alternates as "protein-rich" foods is undesirable. The importance of such foods to the lunch is far broader than the protein they provide; they are needed to supply a number of nutrients. Another consideration is that these foods are the only component in the type A pattern that is labeled as a source of a specific nutrient. We are recommending that the term protein-rich foods" be dropped and replaced with a term that designates a food group, such as "meat or alternate."

Calcium.—The half pint of milk specified in the type A pattern provides slightly more than three-fourths of the nutrient goal for calcium. In spite of this safeguard, 42 of the 300 schools served lunches that did not fully meet the goal. However, all lunches met at least 75 percent of the goal. The implication here is that probably you are assuming that the half pint of milk required guarantees reaching the calcium goal. No such guarantees are built into the type A pattern. Rather the pattern

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is meant to insure a major portion of the amounts needed to meet the nutrient goals.

Thiamine, riboflavin, and niacin.—All of the lunches reached the goal for riboflavin and niacin. Those lunches that did not reach the goal for thiamine tended to be below the goal for energy value. The enriched bread, the milk, and the meat or alternate each contribute significantly to the supply of these nutrients.

Iron.—Now we come to some of the significant shortages in the lunches. The first is iron. More lunches were short in iron than in any other nutrient for which there are goals. Even the average of the 300 lunches, 4.2 mg. was below the goal of 4.7 mg. Two-thirds of the schools served lunches that did not reach the goal.

Fortunately, however, about 80 percent of them supplied at least 75 percent of the goal. We do not want to brand these as "poor" but we do need to improve them along with those with the serious shortages.

Part of the difficulty may be related to the size of lunches served. Lunches low in iron also averaged lower in food energy than those meeting the goal for iron. But food choices or some other factor also appeared to play a part as lunches that furnished the desired amount of iron contained more iron per 100 calories than other lunches.

Safeguarding the amount of iron in the lunch is difficult. There is no food or group of foods that furnish substantial amounts of iron and can be emphasized daily, such as has been done with milk to protect the calcium content of lunches. Instead, small amounts of iron are found in a wide variety of foods. Thus to help insure an adequate amount of iron in the school lunches, several worthwhile sources need to be used daily. This recommendation will need to be continued.

Vitamin A.—The average vitamin A value of the lunches was well above the goal but the variation was great. About one-third of the schools failed to meet the goal and more than a sixth did not come up to even 75 percent. Schools with lunches that were lowest in vitamin A value served vitamin A foods (as listed in PA 719) just about as frequently as those with lunches that had enough vitamin A. But these low vitamin A schools tended to use more of the mediocre sources of vitamin A such as tomatoes, than of the richer sources such as deep green and yellow vegetables and fruits. Also the size of servings may have been smaller than recommended. Information on serving size was not obtained in this study. But many of the lunches low in vitamin A value were small lunches, lower than average in calories. More frequent use of vitamin A-rich dark green and deep yellow vegetables and fruits evidently is desirable for a number of lunches. I will discuss our recommendation about this later.

You are aware that when the Food and Nutrition Board released the 1968 revision of the recommended dietary allowances it included several additional nutrients for the first time. Vitamin B_6 and magnesium are two in which more than half of the schools did not meet the goals. We are working on some menu guidelines that will help to improve this situation.

The Food and Nutrition Board has still made no recommendation for either the quantity or kind of fat except to advise moderation and the inclusion of some polyunsaturated ones.

The average fat content of the lunch in terms of percent of calories from fat was 39—probably a commendable figure because levels below 40 are thought to be more desirable than levels above 40. Looking behind the average of 39, however, we find that about a third of the schools (110) served lunches with more than 40 percent of the calories from fat—sometimes above 45 and even up to 55. In the high fat lunches there was a good deal of lard. These schools should be urged to reduce the fat.

Fore some time we have been looking at the required two teaspoons of butter or margarine in the type A pattern. We have been aware that too often this is all served as a spread instead of being divided between use as a spread and in cooking. We have considered omitting butter or margarine from the type A pattern. We were sure it would be used anyway. You heard the recommendations of the ad hoc group that butter or margarine "need not be required." After much study we are recommending that the pattern be changed to require one teaspoon instead of two and one instead of none. It is needed especially for the preformed vitamin A it supplies. Even though butter or margarine would in all likelihood be used if it is not required, it cannot be counted on as a sure source of this nutrient which is often present in marginal amounts unless it is required.

Ascorbic acid.—Laboratory analyses were not made for vitamin C. However, a careful review of the usual assortment of vegetables and fruits eaten by children of this age group, as indicated by preliminary findings from a recent nationwide survey, showed that three-fourths of a cup supplies, on the average, 22 milligrams vitamin C. Even when citrus fruit and tomatoes are omitted from this assortment, three-fourths cup supplies 15 milligrams vitamin C. In the 1968 revision of the recommended dietary allowances, the allowance for vitamin C for boys and girls in the age group 10 to 12 years has been reduced to 40 milligrams per day, or about one-half the 1963 recommendation. The nutritional goal for vitamin C thus becomes 13 milligrams, and the requirement for three-fourths cup fruit or vegetables can be depended upon, on the average, to supply this amount of vitamin C in the type A lunch.

To summarize: All lunches met the goals in protein, niacin, and riboflavin, and probably ascorbic acid. Most lunches met the goal in calcium and probably would have in thiamine if the goal for energy had been met. The nutrients in highest risk of being undersupplied were vitamin A value, iron, magnesium, and vitamin B_6. The implications of these results for the type A pattern suggest that our requirements for foods from the four food groups—meat, milk, bread-cereal, and vegetable-fruit—result in a significant supply of essential nutrients. But some nutrient gaps occurred either because of poor choices within a food group or skimpy sized servings or a skimpy lunch and sometimes perhaps because of poor preparation practices that may have resulted in loss of nutrients.

The widest range in nutrient contribution probably occurs in the fruit and vegetable group. Even when we specify "green and yellow" we are grouping together foods that differ from each other by tenfold (i.e., green beans versus kale, corn versus carrots). Vegetables and fruits are needed especially to fill the gap between what the other food groups supply and the goals for the nutrients in shortest supply as well as to give variety in color texture and flavor.

Referring to the center double page of our menu planning guide for type A lunches it appears that we need to continue to use the list of vitamin A foods. Many schools need to select foods from this list oftener than twice a week as suggested here, or they need to select some of the richer sources and they may need to check on the size of servings being given.

We will be able to drop the list of vitamin C foods—not because this nutrient is no longer needed but rather because the requirement of three-fourths cup of two or more vegetables or fruits will provide the amount needed to reach the goal.

We will need to continue to select several foods for iron for each lunch. The Food and Nutrition Board is reviewing the entire problem of iron enrichment and is likely to make some recommendations that will help us in meeting the increased iron allowances for the girls.

The results of our study suggest that we need to add to our menu planning guide of list of foods to safeguard the vitamin B_6 and another list to safeguard the magnesium content of the lunches. Certainly this would be difficult, time consuming, and cumbersome. To avoid having to have four special lists of vegetables and fruits, we in ARS are working on another approach to solving the problem. We are hopeful of developing a single tool that will assure that enough of these four marginal nutrients (vitamins A and B_6, iron, and magnesium) will come from fruits and vegetables and selected other foods to fill the nutrient gap between what the meat, milk, and bread groups supply and what the goal calls for.

In principle, we are using rich, "star" food sources of these nutrients in small amounts to boost the nutritive value of each other and of other foods. It is enriching or fortifying foods with other foods—especially with these rich, star sources. A classic example of the application of this principle is adding a small amount of liver to an ordinary meat loaf to increase significantly the iron, vitamin A, and other nutritive values of the meat loaf.

In working on the school lunch problem, however, we have limited our efforts to manipulations within the fruit and vegetable group and with some of the other foods not formerly counted, especially desserts that included significant sources of nutrients such as fruit, milk products, eggs, and enriched cereals.

We are hoping to be able to develop a list of food combinations or menu items among the fruits and vegetables and desserts from which you could choose two and know that the supply of the marginal nutrients in the lunch would be safeguarded.

Of course, the list would also include the vegetables and fruits that in and of themselves are rich sources of the nutrients, and do not need to be fortified with other foods. The purpose of the food combinations is to extend the variety and thus give greater freedom of choice.

A few examples of food-enriched food combinations we think may be a star-studded source of the marginal nutrients:

> A ½-cup serving of green lima beans and tomatoes (¼ cup of each), or of peas and carrots or baked sweet potato with apple.
>
> A serving of these desserts as made by the USDA recipes—apple crisp, gingerbread with apricot sauce, baked rice custard.

We have gone about as far as we can with calculations and recipes. Now we need to have some pilot studies done in the field. We look forward to your cooperation in this study also and will do everything possible to keep you informed of our progress.

TABLE 1.—*Selected statistics from the Survey of School Food Services, United States, March 1968*

Item	Schools with— National school lunch program	Schools with— Other plate lunch service	Schools with— A la carte service only	Schools with— No lunch service	U.S. Total
Number of schools:					
Public	65, 350	2, 957	1, 686	19, 191	89, 184
Private	4, 715	1, 043	655	9, 550	15, 964
Total	70, 065	4, 000	2, 341	28, 741	105, 148
Pupil enrollment (thousands):					
Public	34, 891	2, 092	1, 682	6, 267	44, 932
Private	1, 903	491	365	3, 052	5, 811
Total	36, 794	2, 583	2, 047	9, 319	50, 743
Average daily participation in plate lunch programs (thousands):					
Public	17, 884	736			18, 620
Private	1, 072	207			1, 279
Total	18, 956	943			19, 899
Free or reduced price lunches served daily (thousands):					
Public	2, 105	89			2, 194
Private	132	8			140
Total	2, 237	97			2, 334

TABLE 2.—*Number of schools by type of lunch service offered, region and school characteristics, March 1968* [1]

Item	National school lunch program		Other lunch program		No lunch service		Total	
	Schools	Percentage of all schools	Schools	Percentage of all schools	Schools	Percentage of all schools	Schools	Percentage of all schools
	Number	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*
United States	70, 065	67	6, 344	6	28, 741	27	105, 148	100
Regions:								
Northeast	13, 750	56	1, 188	5	9, 650	39	24, 584	100
Southeast	16, 949	90	929	5	1, 005	5	18, 882	100
Midwest	19, 807	60	1, 558	5	11, 859	36	33, 224	100
Southwest	11, 922	82	1, 111	8	1, 467	10	14, 500	100
West	7, 641	55	1, 558	11	4, 760	34	13, 958	100
Schools located in:								
Places under 10,000	41, 423	75	1, 367	2	12, 281	22	55, 070	100
Places of 10,000 to 50,000	13, 806	60	1, 890	8	7, 217	32	22, 914	100
Places of 50,000 to 300,000	8, 222	56	1, 394	10	5, 058	34	14, 675	100
Places of 300,000 and over	6, 613	53	1, 693	14	4, 185	34	12, 492	100
Size of schools (pupil enrollment):								
Under 250	15, 053	52	975	3	12, 619	44	28, 647	100
250 to 499	22, 834	67	1, 783	5	9, 614	28	34, 230	100
500 to 749	15, 913	75	979	5	4, 341	20	21, 232	100
750 and over	16, 267	77	2, 607	12	2, 168	10	21, 040	100
Grades taught:								
Elementary	46, 515	61	2, 963	4	26, 232	35	75, 709	100
Junior and senior high	10, 429	74	2, 637	19	1, 093	8	14, 159	100
Other combinations	13, 121	86	744	5	1, 417	9	15, 281	100

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[1] Preliminary. Due to rounding, detail may not add to totals.

TABLE 3.—*Pupil enrollment by type of lunch service offered, region and school characteristics, March 1968* [1]

Item	National school lunch program		Other lunch program		No lunch service		Total	
	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils
	Thousands	*Percent*	*Thousands*	*Percent*	*Thousands*	*Percent*	*Thousands*	*Percent*
United States	36,794	73	4,630	9	9,319	18	50,743	100
Regions:								
Northeast	8,388	65	802	6	3,800	29	12,990	100
Southeast	8,510	90	664	7	223	2	9,397	100
Midwest	10,584	69	1,073	7	3,619	24	15,276	100
Southwest	5,488	84	617	9	444	7	6,549	100
West	3,826	59	1,473	22	1,233	19	6,532	100
Schools located in:								
Places under 10,000	17,539	85	625	3	2,455	12	20,439	100
Places of 10,000 to 50,000	8,512	66	1,412	11	2,976	23	12,900	100
Places of 50,000 to 300,000	5,465	62	1,355	15	2,039	23	8,859	100
Places of 300,000 and over	5,459	64	1,238	14	1,848	22	8,545	100
Size of school (pupil enrollment):								
Under 250	2,006	62	117	4	1,131	35	3,254	100
250 to 499	8,022	67	650	6	3,277	27	11,949	100
500 to 749	8,777	75	566	5	2,409	20	11,752	100
750 and over	17,989	76	3,297	14	2,501	10	23,787	100
Grades taught:								
Elementary	19,648	67	1,486	5	8,314	28	29,448	100
Junior and senior high	8,626	73	2,639	22	489	4	11,754	100
Other combinations	8,520	89	504	5	515	5	9,539	100

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[1] Preliminary. Due to rounding, detail may not add to totals.

TABLE 4.—*Average daily participation (number of lunches served daily) in lunch programs and ratio of daily participation to pupils enrolled and total enrollment by region and school characteristics, March 1968* [1]

Item	Schools with the national school lunch program			Schools with other plate lunch programs		
	Average daily participation	Daily participation as percentage of pupils enrolled	Daily participation as percentage of pupils enrollment	Average daily participation	Daily participation as percentage of pupils enrolled	Daily participation as percentage of total enrollment
	Thousands	*Percent*	*Percent*	*Thousands*	*Percent*	*Percent*
United States	18,956	52	37	943	36	2
Regions:						
Northeast	3,506	42	27	185	31	1
Southeast	5,915	69	63	89	51	1
Midwest	4,930	47	32	190	32	1
Southwest	3,011	55	46	211	53	3
West	1,594	42	24	269	33	4
Schools located in:						
Places under 10,000	10,132	58	50	98	34	(2)
Places of 10,000 to 50,000	4,179	49	32	252	27	2
Places of 50,000 to 300,000	2,755	50	31	294	44	3
Places of 300,000 and over	1,890	35	22	299	44	3
Size of school (pupil enrollment):						
Under 250	1,525	76	47	47	57	1
250 to 499	4,433	55	37	147	33	1
500 to 749	5,030	57	43	208	50	2
750 or more	7,968	44	33	369	22	2
Grades taught:						
Elementary	10,813	55	37	390	37	1
Junior and senior high	3,321	38	28	403	34	3
Other combinations	4,821	57	51	150	42	2

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[1] Preliminary. Due to rounding, detail may not add to totals.

[2] Less than 0.5 percent.

Table 5.—*Needy pupils receiving free or reduced price lunches by type of plate lunch program, region and school characteristics, March 1968* [1]

Item	Needy pupils in NSLP schools [2]			Needy pupils in other plate lunch program schools [2]		
	Number	Percentage of enrollment	Percentage of pupils consuming plate lunches	Number	Percentage of enrollment	Percentage of pupils consuming plate lunches
	Thousands	*Percent*	*Percent*	*Thousands*	*Percent*	*Percent*
United States	2,237	6	12	97	4	10
Regions:						
Northeast	342	4	10	12	2	6
Southeast	1,065	13	18	15	9	17
Midwest	295	3	6	13	2	7
Southwest	447	8	15	49	12	23
West	87	2	5	8	1	3
School located in:						
Places under 10,000	1,348	8	13	17	6	17
Places of 10,000 to 50,000	286	3	7	16	2	6
Places of 50,000 to 300,000	292	5	11	13	2	4
Places of 300,000 and over	311	6	16	50	7	17
Size of schools (pupil enrollment):						
Under 250	210	10	14	13	16	28
250 to 499	619	8	14	13	3	9
500 to 749	548	6	11	17	4	8
750 or more	859	5	11	54	3	15
Grades taught:						
Elementary	1,312	7	12	65	6	17
Junior or senior high	271	3	8	16	1	4
Other combinations	647	6	13	16	4	11

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[1] Preliminary. Due to rounding, detail may not add to totals.

[2] Results are unadjusted for nonresponse of 5 percent. Hence, totals are minimums.

Table 6.—*Plans for lunch service in schools without a lunch program by region and school characteristics, March 1968* [1]

Item	Schools without lunch service		Schools with plans for lunch service			Schools with no plans for lunch service		
				Pupils			Pupils	
	Schools	Pupils	Schools	Number	As percentage of pupils without lunch service	Schools	Number	As percentage of U.S. enrollment
	Number	*Thousands*	*Number*	*Thousands*	*Percent*	*Thousands*	*Number*	*Percen t*
United States	28,741	9,319	1,606	735	8	27,135	8,584	17
Regions:								
Northeast	9,650	3,800	329	287	8	9,321	3,513	27
Southeast	1,005	223	54	16	7	951	207	2
Midwest	11,859	3,619	831	346	10	11,028	3,273	21
Southwest	1,467	444	137	33	7	1,330	411	6
West	4,760	1,233	255	50	4	4,505	1,183	18
Schools located in:								
Places under 10,000	12,281	2,455	708	277	11	11,573	2,178	11
Places of 10,000 to 50,000	7,217	2,976	399	148	5	6,818	2,828	22
Places of 50,000 to 300,000	5,058	2,039	375	257	13	4,683	1,782	20
Places of 300,000 and over	4,185	1,848	128	56	3	4,507	1,792	21
Size of schools (pupil enrollment):								
Under 250	12,619	1,131	598	84	7	12,021	1,047	32
250 to 499	9,614	3,277	699	232	7	8,915	3,045	26
500 to 749	4,341	2,409	167	86	4	4,174	2,323	20
750 or more	2,168	2,501	142	334	13	2,026	2,167	9
Grades taught:								
Elementary	26,232	8,314	1,355	595	7	24,877	7,719	26
Junior and senior high	1,093	489	167	71	14	926	418	4
Other combinations	1,417	515	83	60	12	1,334	455	5

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[1] Preliminary. Due to rounding, detail may not add to totals.

STATE DEPARTMENT OF EDUCATION

CONTRIBUTIONS TO THE SCHOOL LUNCH PROGRAM

A Proposed Program

Technical and Educational Program for School Lunch Program

1. *Training guidance:*
   - (a) Technical material.
   - (b) Aids:
     - (1) Training films.
     - (2) Charts.
     - (3) Publications.
   - (c) Curriculum development.
2. *Layout and equipment guidance:*
   - (a) Layout principles.
   - (b) Factors for development of a school lunch facility.
   - (c) Equipment factors.
   - (d) Types of equipment.
   - (e) New developments in equipment.
   - (f) Specifications for equipment.
3. *Food:*
   - (a) Menu development—Nutrition.
   - (b) Product selection.
   - (c) Specification for food products.
   - (d) Receipting and storage.
   - (e) Food production—Recipes, cost.
   - (f) Merchandising and service.
4. *Sanitation:*
   - Procedures and practice.
5. *Management:*
   - (a) Principles as applied to food service industry.
   - (b) Policies.
   - (c) Decisions.
   - (d) Supervision:
     - (1) Principles.
     - (2) Techniques.
6. *Coordinating developments* between the various school lunch systems.

Implementation of the New State School Lunch Program

1. *Conferences:*
   - (*a*) Top level personnel who are responsible for the school lunch programs in their county.
     - (1) Purpose:
       - (*b*) (*a*) To seek how the State can best be of service to the individual systems.
       - (*a*) (*b*) Provide individual school systems the State's responsibilities in the school lunch program.
       - (*c*) To present to the individual school systems what services and information the State school lunch program will be capable of rendering.
   - (*b*) School lunch director and supervisors: The State would seek how it could best serve each individual school lunch program.
     - (1) Form committees of the local city and county systems' school lunch supervisory personnel.
     - (2) Formulate:
       - (*1*) Long-range objectives.
       - (*2*) General objectives.
       - (*3*) Immediate or short-range objectives.
     - (3) Develop methods as to how these objectives might be attained.
2. *Visits:* Visits to each school lunch system; talk with those who are responsible for the program.
   - (*a*) Gather data as to needs.
   - (*b*) Get to know individual school lunch system's characteristics.
   - (*c*) Get to know the operating people.
3. *Publications:*
   - (*a*) Newsletter—Information, current.
   - (*b*) Manuals for operational assistance.
   - (*c*) Editorial assistance for local school system publications.
4. *Leadership:* The State should provide the leadership in the operation of the school lunch programs.
   - (*a*) A general philosophy should be developed by the State school lunch division imparting this philosophy to all systems in the State.
   - (*b*) Development of a unified system of operation for all programs.

ORGANIZATION FOR THE STATE SCHOOL LUNCH PROGRAM

1. Director	1
(a) *Supervisory Personnel:*	
(1) Food—Menu, Nutrition, Production	1
(2) Physical Facilities—Layout and Equipment	1
(3) Personnel Supervision and Management	1
(4) Training Program Development	1
(5) Sanitation—State Health Department	
(b) *Clerical:*	
(1) Secretary	1
(2) Stenographer	2
(3) Technicians	2
(4) Clerk-Typist	2
(5) Accountant	1
Total	13

COMMENTS OF THE CONSUMER TASK FORCE

PANEL V–4: Large-Scale Meal Delivery Systems

We do not have a complete report on this Panel. We object to the "100 percent American" restriction on food components in recommendation No. 19. Such a restriction would be against the consumer interest.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANELS V–1, V–2, V–3, and V–4

The task force chose originally to respond to these food panels together.

The Conference workshops well covered the original critique, with the following exceptions:

> The task force advocated an adequate income plan of $6,570 per year for a family of four, with adjustments to occur with the rise or fall in the cost-of-living index.
>
> The task force advocated a food stamp purchase formula which limited percent of income to be expended for stamps to 20–25 percent.
>
> The task force questioned national agricultural policy which keeps land out of production and thereby inflates the price of food; it also suggested a full review of agricultural policies relating to subsidies, water rights, and land diversion.

The task force emphasized that poverty, *not* lack of education, is the main cause of hunger and malnutrition, and discouraged any extensive expenditure for formal nutrition education.

The task force was skeptical about the provision of extensive public funds for research, preferring that funds go for food for the poor.

The task force expressed itself on the right to bargain collectively; this comment is included under the critiques of Panel VI A–1.

The task force emphasized the necessity of administering programs related to the solution of hunger and malnutrition by the people affected through their own indigenous organizations with appropriate provisions for policymaking power, staffing and training. First priority for administration must be extended to local organizations of the recipients.

SECTION 6

Voluntary Action to Help the Poor

A. WHAT CAN BE DONE BY FARMERS AND THE FOOD INDUSTRY?

PANEL VI A–1: Agricultural Production

Chairman: Robert A. Brogoitti, cattle rancher, La Grande, Oreg.

Vice Chairman: Edward H. Covell, Jr., President, Bayshore Food, Inc., Easton, Md.

Panel members

Ralph Ball, wheat farmer, Sterling, Kans.
Walter Bones, cattle farmer, Hartford, S. Dak.
T. J. Cunha, Ph. D., chairman, Animal Science Department, University of Florida, Gainesville, Fla.
Enrique Escobar, Jr., cotton farmer, Mercedes, Tex
Harold Hawley, dairy farmer, Weedsport, N.Y.
Edward H. Hosley, Ph. D., Associate Professor of Anthropology, Eastern Oregon College, La Grande, Oreg.
William House, cattle rancher, Cedar Vale, Kans.
Richard A. Hyde, farmer, Hastings, Iowa.
Russell L. Jaeckel, hog producer, Delavan, Ill.
Glenn Lake, dairy farmer, Detroit, Mich.
Sheldon Margen, M.D., Professor of Clinical Nutrition, Department of Nutritional Sciences, University of California, Berkeley, Calif.
George Olsson, cranberry grower, Plymouth, Mass.
Howard Rogers, poultry farmer, Herber Springs, Ark.
Wesley N. Sawyer, fruit grower, Waterford, Calif.
Earl Smittcamp, fruit grower, Clovis, Calif.
Don Woodward, wheat farmer, Pendleton, Oreg.

Consultant

Phillip C. Olsson, Assistant to the Assistant Secretary for Marketing and Consumer Services, U.S. Department of Agriculture, Washington, D.C.

REPORT OF PANEL VI A–1

Recommendation No. 1

Increased efforts should be made to educate the public on the nutritive value of foods and well-balanced diets through school programs and national communication media. Uneducatable adults may be reached through their children with more intensive educational programs offered with the school lunch programs.

The school program could be developed immediately by expanding the present lunch programs to include a more intensive learning experience for the children. By fall, 1970, schools could be supplied with material to help with this. Teacher training sessions could be set up by late summer, 1970.

It is recommended: That programs be developed to educate Americans, purveyors, and all purchasers on food values and nutrition. By knowing the nutritional value of the various foods and how to properly balance a diet, the food dollar can buy more food of higher nutritional value and thus help eliminate hunger and malnutrition.

Recommendation No. 2

American agriculture has unlimited potential in the United States to supply all of its food needs

xc/

over many years to come and will respond to the needs of the Nation. American agriculture feels the needy and the poor should receive an adequate and nutritious diet. The cost of accomplishing this should be shared by all segments of society.

To enable the poor to receive an adequate and nutritious diet, vocational and skill training classes should be set up in our present secondary schools, enabling high school students to take training, if desired, rather than limiting them to college preparatory courses exclusively. Night courses in skill training should be made available to adults. Some local school districts are unable to support such vocational training centers. In these instances, government support would be necessary.

Farm and other industrial shops could be made available during slow seasons, for training.

It is recommended: That there be an expansion of vocational-technical training programs to train the unskilled which will qualify them for new or better jobs. Many of these jobs would be in Agribusiness, which utilizes 40 percent of the labor forces in America, and could include any other occupation which needs technically trained personnel.

Recommendation No. 3

Agriculture has moved and will continue to move to provide a wide choice of high quality raw products out of which can be fashioned or modified the foods which the nutritional scientists recommend are needed for an adequate diet.

Producers now support research laboratories which are constantly searching for ways to improve their products and for a greater variety of uses for their products.

It is recommended: That acceleration of research and other programs destined to make the less costly cuts of meat, and other food products, more appealing and nutritious. This may in some instances require review and repeal of antiquated and restrictive legislation and/or regulations.

Recommendation No. 4

The American agriculture producer encourages an expanded effort in research and other programs designed to further increase the efficiency of food production and further increase its nutritional value. The cost for research and experiment to be borne by all of the American society, and by a continuing effort, evaluated at regular 3- to 5-year intervals.

It is recommended: That programs on fortifying foods with vitamins, minerals, amino acids, and possibly other nutrients be accelerated so that nutritional deficiencies will be eliminated. Much still needs to be learned on this subject.

Recommendation No. 5

American agriculture has unlimited production potential in the United States to supply all of its food needs over many years to come and will respond to the needs of the Nation. Because of resources, ingenuity, organization, research, and technology, there is no country in the world that can approach us in agricultural abundance.

It is recommended: That research on opaque 2 corn (high lysine corn) and other grains be accelerated so that they will have a higher level of protein and a better balanced amino acid content. This would increase the level of protein and balance of amino acids in bread and other foods which make use of grains. This would help alleviate the malnutrition problem. Basic research should be expanded on all foods at the production level in order to have them yield the highest nutritional value possible.

Recommendation No. 6

American agriculture feels the needy and the poor should receive an adequate and nutritious diet. The cost of accomplishing this should be shared by all segments of American society.

Food stamps should be limited to the purchasing of basic nutritional foods only. Surplus food dispensaries should be set up to distribute foods to those qualifying needy people. This could be done immediately.

It is recommended: That changes be made in the existing food stamp program. We recommend the use of food stamps rather than cash as a means of supplying an adequate nutritious diet to the needy now. Research should be conducted to determine if cash rather than food stamps is an effective means of providing food for the needy and hungry. If it is, then cash instead of food stamps can be considered as a means of taking care of this problem. The present programs now underway to prevent nutritional deficiencies in special groups would be continued and expanded.

Recommendation No. 7

Availability of help at the proper time for harvesting and processing food is mandatory if the maximum nutritional value of food is to be realized. The agriculture producer recognizes the hardship placed on the migrant laborer to transport himself, keep informed of labor needs in agriculture, and find suitable housing on the job. It is often difficult, if not impossible.

A cooperative effort between agriculture and Government could provide for the needs of the migrant laborer within 1 year from the time decisions are made as to the educational, housing, transportation, and other needs of the laborer are determined.

It is recommended: That there be developed a national coordinated program using existing agencies to adequately supply and protect the seasonal labor needed in agriculture throughout the year in the United States. This program should involve training, transportation, housing, and care and education of the children. This type of program would help the poor who may lack training, transportation, housing, and a knowledge of labor needs in other areas of the country.

Recommendation No. 8

We encourage an expanded effort in research, teaching, extension, and other programs designed to further increase the efficiency of food production and further increase its nutritional value. It should be pointed out that the cost of food to the consumer in the United States is the lowest in the world in relation to per capita income. Americans now spend only 16.7 percent of their income for food, while the world average is about 60 percent. The efficient and productive agriculturalist has made it possible for food to continue one of the best buys in America.

The various U.S. agricultural industries and their organizations should be looked to for leadership and advice on how best to continue meeting the food needs of the Nation. Different programs will be required for various industries.

It is recommended: That the target of all national programs affecting agriculture should be designed to at least bring net income for the producer and farm labor force equal to the other segments of the U.S. economy.

Recommendation No. 9

Agricultural policy and programs should be designed so that agriculture will continue to be manned by both small and large farm enterprises. The efficient and productive small farmers should not be squeezed out. All contributors to rural society and to consumer needs should be encouraged.

There is an especially high incidence of poverty on the small farms of the United States. Substantial improvement in small farm income can be affected by affording many of them additional land resources through assistance in acquiring land. More just sharecrop or cash tenancy arrangements formalized in written contracts, and regulated by law, can contribute to greater and more secure incomes. Additionally, small farmers need to be supplied sufficient farm production and farm improvement credit which present systems often fail to provide. There is need also for greater emphasis on agricultural extension programs that especially serve the needs of small farmers, particularly those who are sharecroppers and tenants, and those who are black or of other minorities. There is further need for special manpower development training among small farmers to enable them to learn to produce specialty products now not sufficiently supplied to the market. Finally, there is a general need to enable small farmers to organize, finance, and operate production and marketing cooperatives and other economic institutions that can be of benefit to them.

It is recommended: That the USDA give high priority to a specially designed program of agricultural modernization that will effectively meet the land, equitable tenure, farm credit, agricultural extension, technical training, and cooperative institutional requirements of the deprived small farmers in America. It also is suggested that job training and employment for off-farm jobs in certain areas on a full- or part-time basis can be an alternate or partial solution to the problems of many of the rural poor.

It is further recommended: That high priority be given to the expansion of the school lunch program to be sure that every child has the opportunity (without any stigma or discrimination) to the benefit of a school lunch.

Recommendation No. 10

Human nutrition tests with *opaque 2* (high lysine corn) in South America and the United States show that the degermed meal has twice the protein value of our present commercial cornmeal. *Opaque 2* hybrid corn seed is now available commercially in the United States and could be multiplied rapidly if needed. However, farmers are reluctant to plant *opaque 2* corn because the yield is about 10 percent below that of our present hybrids.

It is recommended: That the dry milling industry convert as quickly as possible from the production of normal cornmeal, grits, and flour. The increased cost of production should be passed on to the consumer except in cases of financial hardship, where the Federal Government should pay the cost.

Recommendation No. 11

Large quantities of corn are consumed in the southwest area of the United States. Replacement of the present corn with *opaque 2* corn should improve significantly the diet of the people living in this area.

It is recommended: That the USDA, in cooperation with the Weslaco, Tex. equipment station (an additional program added to their current studies) act as a center for the introduction of *opaque 2* hybrids in the Rio Grande Valley. Seed should be provided to area farmers, and the acreage expanded as rapidly as possible. Initially, the corn should be planted in demonstration plots, and the harvest distributed to five or six dry millers and tortilla processors. With increased acceptance by the consumer, the program should be expanded. Introduction of *opaque 2* corn products into the local lunch programs in the Rio Grande Valley might speed up acceptance by both children and parents. Consideration should be given, and programs instituted in other geographic areas of the United States with similar diet patterns and nutritional deficiencies.

Recommendation No. 12

The panel endorses the recommendation of Panel II–3 to fund a national diet heart disease study provided it is a valid test of the effect of type of fat, and includes the control of other pertinent variables such as smoking, obesity, physical activity, carbohydrate intake, hypertension, and other health factors. This should involve human as well as long-term animal experiments. An unbiased advisory committee involving the following disciplines; nutritionists (animal and human), medical scientists (including medical statisticians, pathologists, and psychologists) should be included in the planning and execution of this study.

Recommendation No. 13

One of the most important factors under consideration for agriculture, the food industry and the economy of the Nation is that concerned with the type of fat (saturated versus polyunsaturated) in connection with heart disease. The fact that Panel II–3 states that "a casual relationship between diet and atherosclerotic vascular disease remains unproved," Panel VI A–1 recommends that the following statement be deleted from recommendation 15 of Panel VI A–2 which states "that USDA (1) approve substituting polyunsaturated fats for part of the meat fats in formulated meat products, thereby increasing the ratio of polyunsaturated fats to saturated fats." Unless adequate experimental evidence is obtained, animal fats, per se, should not be discriminated against.

Recommendation No. 14

The safety of consuming high levels of polyunsaturated vegetable oils over extended periods of time has not been given appropriate consideration. There are no population groups in world history which have consumed highly polyunsaturated diets, and there is no information on the possible effects of such diets on longevity, rate of aging, the risk of developing various degenerative diseases or on reproduction. There is limited evidence that polyunsaturated oils may indeed have such effects. The efficacy of high levels of polyunsaturated vegetable oils in treating and preventing atherosclerotic heart disease has not been established, nor is there valid experimental evidence that saturated animal fats or dietary cholesterol are casually related to the disease.

It is recommended: That the promotion of fat-modified diets be restricted to the professional level for use in high-risk patients on an experimental basis under medical supervision, and that Federal regulatory agencies take appropriate actions to require organizations which promote the use of polyunsaturated oils to the general public, as a replacement for saturated animal fats wherever possible, as well as manufacturers who promote their products on the basis of polyunsaturation to cease and desist in these activities until adequate experimental data on safety and efficacy is presented. Research should also be conducted with animals to determine effects of long-term feeding fats of varying degrees of unsaturation on longevity, rate of aging, reproduction, and development of pathological complications.

Recommendation No. 15

Realizing the serious responsibility facing this Conference, and in view of the abundance of long-accepted food nutrients available to be used in feeding this Nation a nutritious balanced diet, the Panel recommends the adoption of the Agricultural Organizations Task Force motion No. 2 as follows:

> **We urge that the Conference refrain from making any recommendations relating to the nutritive merit or dietary influence of any food or food products which have not been substantiated by authoritative research, and that panel reports eliminate language which in effect makes certain condemnation and/or recommendations backed by nothing more than indirect evidence, scientific suppositions, possibilities, or just plain ideas.**

Recommendation No. 16

It is recommended: That the present status of DDT, herbicides, and pesticides be studied carefully by knowledgeable committees or commissions before anything drastic is done in curtailing or eliminating their use. The benefits of these chemicals should be weighed against any possible detrimental effects. Changes in the regulations governing the use of these chemicals should be made only after thorough investigation and mature judgment.

Recommendation No. 17

It is recommended: That the USDA require meaningful labeling of food with respect to name of manufacturers, name of products, and list of ingredients but that the label declaration of nutrient levels be limited to those of proven nutritional merit. We see no basis, however, for labeling foods with respect to their content of fatty acids, since there is no valid experimental evidence that lowering of animal fats and substitution of polyunsaturated vegetable oils will lower the incidence of heart disease in humans.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL VI A–1: Agricultural Production

Recommendation No. 6:

The Panel failed to heed the task force's disapproval of recommendation No. 6. Likewise, the Panel ignored the preamble statement of the task force, which said:

> **Provision of adequate means to all persons is the best method of providing the resources necessary to conquer hunger and malnutrition, and is preferable to systems of direct distribution of foods or indirect distribution through such programs as food stamps.**

Community Organization Critique

The task force emphasized repeatedly its concern for agricultural farmworkers, many of whom suffer from poverty-induced hunger and malnutrition. While their concern has been recognized in the workshop on migrants under Panel II–6, we repeat here the exact wording of the task force statement pertaining to agriculture:

> **[There should be implemented immediately the] extension of the right to bargain collectively for wages, hours, and working conditions, including of course the right to strike, to employees presently excluded.**

PANEL VI A-2: Food Manufacturing and Processing

Chairman: C. W. Cook, Chairman and Chief Executive Officer, General Foods Corp., White Plains, N.Y.
Vice Chairman: Gordon Edwards, Chairman, Kraftco Corp., New York, N.Y.

Panel members

Evan L. Binkerd, Director of Research, Armour Foods, Chicago, Ill.
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REPORT OF PANEL VI A-2

Recommendation No. 1: Repeal of the Filled Milk Act (21 U.S.C. 61–64)

Milk and milk products are recognized as excellent sources of nutrition and the principal source of certain essential nutrients. However, some nutritionists and consumers desire to obtain the nutritional benefits of milk in a fluid milk product in which vegetable fats, preferably polyunsaturated, are substituted in whole or part for the milk fat. A significant hindrance to progress in the improvement and marketing of such a product is the Filled Milk Act (21 U.S.C. 61–64) which, since 1923, has prohibited the interstate shipment of milk or cream to which has been added, or which has been blended or compounded with any fat or oil other than milk fat. The Filled Milk Act was enacted on the premise that since pure milk is a desirable nutritious food, consumption of substitutes for pure milk would have injurious effects on the public health. Because of developments in food technology since 1923, that premise is no longer valid.

Improvement of the nutritional content of foods regularly used in the daily diet, such as fluid milk, and modification of the composition of such foods to meet special dietary needs is an important national nutritional objective. A statute, such as the Filled Milk Act, which prohibits the free movement in interstate commerce of improved or modified nutritious foods is a major impediment to nutritional progress. Statutes having such effects should be repealed and filled milk should be regulated in the public interest by the appropriate Federal agency.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal the Filled Milk Act in order to encourage the develeopment of modified nutritious foods for the national welfare. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 2: Repeal of the Butter Act (21 U.S.C. 321(a)); Repeal of the Adulterated Butter Act (21 U.S.C. 4811–4826); Amend Section 401 of the Food, Drug, and Cosmetic Act (21 U.S.C. 341)

Modification of butter to increase its nutritional value and meet consumer desires for modified butter products is, in effect, prevented by the provisions of three statutes: (1) the Butter Act, which since 1923 has required that butter be made exclusively from milk or cream with or without common salt and with or without coloring and contain not less than 80 percent milk fat; (2) the Internal Revenue Code, which imposes burdensome taxes and regulations on the manufacture, labeling, and marketing of "adulterated butter" and defines "adulterated butter" so as to include butter fat with which there is mixed any substance, however wholesome and nutritious, which would cheapen the product in costs; and (3) section 401 of the Food, Drug, and Cosmetic Act, which prevents the Secretary of Health, Education, and Welfare from establishing definitions or standards of identity or quality for butter and from time to time modifying such standards to serve the public interest as he does with other foods.

As a result of these restrictions, it has been impossible to improve significantly the nutritional content of butter. Moreover, the development and marketing of products that provide both the qualities of butter desired by consumers and also modified or additional nutritive ingredients is rendered commercially impractical. Statutory barriers to the development and marketing of modified butter products to improve nutrition and meet dietary requirements of consumers should be eliminated.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal or amend these restrictive statutes and make butter subject to the jurisdiction of the Food and Drug Administration on the same basis as other foods, as follows: repeal the Butter Act (21 U.S.C. 321(a)); repeal the Adulterated Butter Act (26 U.S.C. 4811–4826); and amend section 401 of the Food, Drug, and Cosmetic Act (21 U.S.C. 341 by deleting the words "or butter" in the proviso reading: "no definition and standard of identity and no standard of quality shall be established for fresh or dried fruits, fresh or dried vegetables, or butter * * *." Such repeal and amendment should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 3: Repeal of the Filled Cheese Act (26 U.S.C. 4831–4846)

Development and marketing of cheese products which contain added butter or vegetable fat is impeded by the provisions of the Filled Cheese Act, which defines products containing such added ingredients as "filled cheese." Manufacturers of filled cheese are taxed at the rate of $400 per year per factory, plus 1 cent per pound of product manufactured and the product must be clearly labeled as "filled cheese." In addition, the product must be packaged in wooden boxes with additional labeling requirements and retailers of filled cheese products must post signs at the place of sale reading "Filled cheese sold here." Since the Filled Cheese Act is contained in the Internal Revenue Code, it applies to both intrastate and interstate commerce. As a result of these restictive requirements, it is impractical to develop, and market cheese products containing, for example, vegetable fat, even though consumers and nutritionists have expressed a desire for such cheese products.

Statutory definitions which impede the efficient development and marketing of modified cheese products to improve nutrition or meet special dietary needs should be repealed so that appropriate Federal agencies may authorize additions or modifications to such foods to serve the public welfare.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal the Filled Cheese Act (26 U.S.C. 4831–4846) in order to encourage the development of cheese products with modified fat content to meet nutritional requirements for such products. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 4: Repeal of Section 321(c) of the Non-Fat Dry Milk Solids Act (21 U.S.C. 321(c))

Nonfat dry milk is an important food product containing most of the nutrients of milk. It is also widely used in programs to improve nutrition of malnourished groups in the United States and other countries. The Dry Milk Solids Act (21 U.S.C. 321(c)) contains a definition of nonfat dry milk in such terms that, although the Food and Drug Administration has authorized fortification of nonfat dry milk by the addition of vitamins A and D, it is questionable whether a nonfat dry milk containing additional or other ingredients can be authorized.

It is desirable that food scientists be encouraged to improve the nutritive content of foods, particularly those such as nonfat dry milk, which constitute an important element in feeding programs and in the national diet. Accordingly, statutory definitions of food products which inhibit improvement of the nutrient content in foods should be repealed so that appropriate Federal agencies may authorize additions or modifications to such foods to serve the public welfare.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal section 321(c) of the Dry Milk Solids Act. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim adopt regulations preserving the present terminology (nonfat dry milk) and develop and adopt such other measures as may be necessary to protect the public interest.

Recommendation No. 5: Authorize Fortification of Fluid Milks With Multivitamins and Minerals

Consumers can now purchase fluid milk fortified with vitamins and minerals in such quantities as to meet currently recommended minimum daily requirements for these several nutrients. However, the Federal Food and Drug Administration has proposed to restrict the fortification of milk and many other foods (31 Federal Register 15730 et seq.). Fortification of milk would be limited under that proposal to vitamins A and D; addition of other vitamins or minerals to whole milk products would be prohibited. Nevertheless, the Food and Drug Administration would permit "imitation" milk (nondairy beverages made in semblance of milk) to be fortified with vitamins C and E and iron (which it would exclude from whole milk) and allow other minerals and vitamins to be added in amounts greater than the levels contained in whole milk (34 Federal Register 15657–58). Thus, fortification of milk with multivitamins and minerals would be denied, while at the same time, fortification of imitation milks would be permitted and, in fact, required.

It is desirable that milk and fluid dairy products continue to be made available to American consumers fortified with necessary vitamins and minerals and other food constituents. Regulations which would prevent fortification of foods, such as milk, which are widely available and constitute an important element in the national diet should not be imposed except where clearly necessary to protect the public health.

It is recommended: That the proposal (31 Federal Register 15730ff) to restrict the fortification of fluid whole milk with minerals and vitamins be withdrawn.

Recommendation No. 6: Appoint a Commission To Review and Recommend Amendments to Section 403(c) of the Food, Drug, and Cosmetic Act; Section 1(n)(3) of the Meat Inspection Act; and Section 4(h)(3) of the Poultry Products Inspection Act (21 U.S.C. 343(c), 601(n)(3) and 403(h)(3))

Section 403(c) of the Federal Food, Drug, and Cosmetic Act provides that a food is misbranded, and therefore cannot be introduced into commerce "if it is an imitation of another food, unless its label bears, in type of uniform size and prominence the word 'imitation' and, immediately thereafter the name of the food imitated." Sections 1(n)(3) of the Meat Inspection Act and 4(h)(3) of the Poultry Products Inspection Act impose similar restrictions on modified meat and poultry food products respectively. These provisions present a serious obstacle to the development and marketing of modified products with improved nutritional content because the word "imitation" has historically connoted inferiority. Many products, therefore, have not been made or sold because the legally required labeling could impose serious risks of commercial failure. However, the term "imitation" could, in fact, be applied to foods which are not inferior, but rather are clearly superior from a nutritional standpoint. The public interest is injured by statutory provisions which impede the development of improved nutritious food products.

Statutes and regulations governing the development and marketing of food products should protect the public interest by preventing the marketing of products which are injurious to health but, at the same time, they should not discourage the development of products which can improve the nutritional status of the general population. Periodically, all food regulations should be reviewed by qualified representatives of scientific, business, and public interests, to evaluate their suitability in the light of changing food technology.

It is recommended: That the President appoint a commission, consisting of representative food scientists, nutritionists, industry leaders, regulatory officials, and private citizens, to review section 403(c) of the Food, Drug, and Cosmetic Act; section 1(n)(3) of the Meat Inspection Act; and section 4(h)(3) of the Poultry Products Inspection Act, and recommend amendments or additions to those statutes to ensure development of modified nutritious foods to the maximum extent consistent with the public welfare.

Recommendation No. 7: APPOINT A COMMISSION TO REVIEW BARRIERS TO INTERSTATE COMMERCE IN MILK AND TO PROPOSE REMEDIAL MEASURES

In more than 21,000 political jurisdictions, health authorities may issue regulations concerning the source and sanitary requirements of milk. Because of lack of reciprocity between jurisdictions, as well as variations in requirments, dairy plants are subjected to numerous duplicate inspections and licensing fees (appendix 1). As administered, some regulations serve as protective economic barriers to competition. Ultimately, these practices increase costs of processing, manufacturing, and distribution, and are reflected in the price that the consumer pays for the product.

Duplication of regulations and inspections, to the extent that they are not required for the protection of the public health, unnecessarily increase the cost of products and should be eliminated. It is desirable that a system be established, whereby uniform standards and requirements are imposed and whereby food inspections and approvals by competent government authorities are honored, in all jurisdictions.

It is recommended: That the President appoint a commission comprised of Federal, State, and local regulatory officials, members of industry and the public, to review existing impediments to the free movement of milk and milk products and recommended measures which would eliminate barriers to the movement of safe, healthful, nutritious dairy products in commerce.

Recommendation No. 8: ENRICH ALL WHEAT AND CORN FLOUR AT THE MILL; STUDY POTENTIAL FOR BROADENING ENRICHMENT STANDARDS

In 1941 a program for the addition of iron, thiamine, riboflavin, and niacin to bread and flour was started. Present standards of identity for wheat and corn flours, as set down in the Code of Federal Regulations—21, part 15.10 for wheat, and 21 part 15.513 and 21, part 15.514 for corn—provide for such enrichment. Today there is an almost universal enrichment of bread and flour and certain other cereal items in the United States. Some bakery products and mixes available to the baker and the housewife, however, are not enriched. These products include many bread substitutes, such as sweet rolls, English muffins, donuts, and crackers.

Despite this far-reaching program of enrichment, iron deficiency anemia among women of child-bearing age is frequently observed in the United States. There is every reason to conclude that additional enrichment of flour and bakery products would be beneficial to the entire population regardless of income. It is desirable that this enrichment be undertaken.

It is recommended: That the milling industry attack this problem in two phases: That all wheat and corn flour be universally enriched, preferably at the mill, to the present limits of the regulations, the only exceptions to be where the end use of enriched flour presents insurmountable technical problems; the form of iron used should be based on the best current knowledge, and work should continue or be instituted to determine the best form of this nutrient. Industry should also work with the Food and Drug Administration in reviewing the applicable enrichment standards, working for revision where necessary to conform them to the public's changing needs.

Recommendation No. 9: Industry Voluntarily Enrich All Milled Rice; Undertake Studies To Preserve Fortification in Consumer Use

Rice is the main item in the diet of many ethnic groups and in many regions of the United States; in the case of some subpoverty cultures it is virtually the exclusive menu. Because of this dietary prominence, rice is highly desirable as a bearer of nutrition. But its present dietary value is limited because most of the product sold to consumers is not enriched.

It is recommended: That industry voluntarily parboil or enrich all milled rice sold for consumer use to the limits of present standards prescribed by the Code of Federal Regulations (21, part 15.525). Also, industry, in cooperation with the Food and Drug Administration, should undertake studies to determine ways to fortify rice so that its enrichment can be delivered without loss to the dinner plate.

Recommendation No. 10: Authorize Enrichment of Grain Flour Proteins With Amino Acids

The important position of wheat and corn flours in the diet of the American public makes them highly desirable as carriers of nutrients that have been shown to be deficient in the American diet. Cereal proteins are generally lower in quality than animal proteins. Quality can be improved by fortification with proper amino acids.

Government standards as specified in the Code of Federal Regulations (21 part 15.10 for wheat, 21 part 15.513 and 21 part 15.14 for corn) prevent the enrichment of these grain flours in their protein quality without labeling the resulting product "imitation."

It is recommended: That these standards be revised to allow supplementing grain flours with amino acids to improve their protein quality and eliminate the requirement of "imitation" labeling.

Recommendation No. 11: Intensify Research To Develop New Low-Cost Consumer Foods From Wheat Mill Fractions

Studies of the nutritional value of wheat, flour, and bread and of the numerous mill fractions resulting from the milling of wheat into white flour show that certain of these fractions (streams) which are now customarily used in animal foods are ideally suited to human use. For example, the amino acid pattern of the proteins of these streams was found to be almost identical the the amino acid pattens of the protein of human milk.

It is now possible to reduce the crude fiber content of these fractions so that they can be used in human foods. The proteins are retained. The new flour blend is cheaper than present white flour. The chief problem is producing products that will have consumer acceptance. Bread baked from this flour, for example, has a distinctive and unfamiliar color.

It is recommended: That present research to develop low-cost foods acceptable to consumers from this highly nutritious flour be intensified.

Recommendation No. 12: Federal Government To Reexamine Agricultural Policy for Possible Conflicts With National Food and Nutrition Goals

The United States has a fundamental philosophy of agricultural policy that supports farm prices and agriculture in order to maintain farm income and stabilize consumer prices. This policy has taken the form of marketing agreements, market quotas, acreage allotments, world commodity agreements, and export and import restrictions. These have served us well and have maintained a strong, vigorous agricultural economy. They have, however, had the effect of raising the price of food products to the consumer. The consumer, for example, pays an additional cost because of a processing tax (Food and Agricultural Act of 1965) levied on wheat. This tax currently amounts to approximately $1.72 per hundredweight of flour.

It is recommended: That a Presidental commission be appointed to reexamine these Federal policies in the light of the present problems of feeding the poor. Thre is no intention that we should destroy our strong agricultural economy but rather to see that these objects are consistent with national priorities and goals that would be embodied in a national policy on nutrition for all Americans.

Recommendation No. 13: Terminate Hearings on Part 80.2 of Proposed Regulations for Vitamin and Mineral Fortified Foods

The Food and Drug Administration's proposed regulations governing foods for special dietary use are presently the subject of a public hearing. If the regulations are permitted to become effective in their present form, present and future nutrient fortification programs will be drastically reduced. The regulations would allow fortification of breakfast cereals with only four nutrients—niacin, thiamine, riboflavin, and iron—and then only at levels corresponding to whole grain values. Cereals could not be fortified with any other vitamins and minerals at any level. Vitamin and mineral fortification of any new food would be prohibited.

Many people in the United States, not all of them poor, do not ingest recommended quantities of vitamins, minerals, and other nutrients. The widespread acceptance and consumption of breakfast cereals make them effective carriers of essential nutrients. The White House Conference on Food, Nutrition, and Health is expected to propose measures to determine the national need for additional nutrients.

It is recommended: That the Secretary of Health, Education, and Welfare delete part 80.2 of the proposed regulations for vitamin and mineral fortified foods and announce abandonment of its efforts to support part 80.2 in the hearings.

Recommendation No. 14: U.S. Department of Agriculture Authorize Addition of Calcium to Meat Products

Calcium is one of the nutrients most likely to be provided by the diet in less than recommended quantities. It has been estimated that 50 percent of adolescent girls and 75 percent of women 38 years of age or older may eat less than two-thirds of the recommended amount of calcium. To obtain the recommended allowance through foods is most difficult if less than 1 pint of milk per day is consumed.

The problem of obtaining the recommended allowance of calcium could be ameliorated by addition of calcium compounds (including bone) to staple foods such as meat products. Such enrichment is not permitted by the USDA.

It is recommended: That the U.S. Department of Agriculture allow the use of calcium salts, milk solids, and/or bone solids in amounts nutritionally significant in formulated meat products.

Recommendation No. 15: USDA Should Authorize the Addition of Polyunsaturated Fats to Formulated Meat Products

A considerable body of evidence exists suggesting that lowering of the amount of saturated fats in the diet accompanied by an increase in the polyunsaturated fats ingested may be desirable as a means of lessening the incidence of coronary heart disease. The American Heart Association dietary recommendations include a decrease in the intake of saturated fats, and an increase in the intake of polyunsaturated fats. Although it is not proven that such a change in fat consumption will in fact reduce the risk of atherosclerosis and attendant coronary heart disease, it appears illogical to fail to permit fat modification in food products which result in higher P/S ratios.

Technology exists for substituting a portion of the saturated fats by unsaturated fats in formulated meats products, such as sausages, loaf goods and spreads, but such modification is not permitted by the USDA.

It is recommended: That the USDA: (1) Approve substituting polyunsaturated fats for part of the meat fats in formulated meat products, thereby increasing the ratio of polyunsaturated fats to saturated fats; (2) permit meaningful labeling of the modified product; and (3) not require the use of the word "imitation" in the name of the product.

Recommendation No. 16: USDA Should Authorize Additional Use of Nutritional Meat Extenders in Formulated Meat Products

The use of meat extenders in sausage items is, in effect, limited to amounts which are nutritionally insignificant by USDA regulations governing meat inspection 317.8(c)(16) and 317.8(c)(40) because, if additional amounts are added, the product must be labeled "imitation."

Meat extenders supplying proteins of animal, cereal, or vegetable origin properly used offer one of the most promising means for reducing cost of meat in the dietary. Because of the complementary action of the amino acid in the extenders, the biological value of the meat protein need not be sacrificed and may be enhanced. Examples of extenders include nonfat dry milk, soya products, and fish protein concentrate.

The word "imitation" applied to a product historically connotes inferiority and impairs the acceptance of the product by the consumer.

It is recommended: That (1) the USDA liberalize the regulation regarding the use of extenders in formulated meat products; and (2) formulated products containing extenders in amounts not adversely affecting nutritional quality and at lower cost be meaningfully labeled using some term other than "imitation."

Recommendation No. 17: USDA Should Redefine Organ Meats as "Variety Meats"

The USDA defines "Meat" and "Meat byproduct" (secs. 301.1(u) and 301.1(v) of regulations governing the meat inspection). Under these definitions the organ meats, other than heart, are not meat, but meat byproducts. The term meat byproducts suggests inferiority although the organ meats are rich sources of proteins and nutrients common to meat.

In practice, the organ meats are often referred to as "variety meats." It is not in the national interest to stigmatize an excellent food.

It is recommended: That USDA definitions as applied to the organ meats be amended to define such meats "variety meats" as a means of enhancing consumer acceptance of these nutritionally valuable and lower cost items.

Recommendation No. 18: FDA Should Permit Addition of Fish Protein Concentrate in Formulated Foods

Present regulations (food additive regulations of the F.D. & C.A., secs. 121.1202) require packaging fish protein concentrate in consumer size packages not exceeding 1 pound in weight. The regulations permit the use of this protein only in the household, excluding it from manufactured food products as a possible means of enhancing their protein content and quality.

It is recommended: That section 121.1202 of the F.D. & C.A. regulation be amended to permit the use of fish protein concentrate in manufactured food products.

Recommendation No. 19: FDA Should Authorize the Addition of Suitable Vitamins to Canned Fruit and Vegetable Products

The definition of standards of identity for canned fruits and fruit juices (21 CFR, part 27), the definition of standards of identity for canned vegetables (21 CFR, part 51), and the definition of standards of identity for tomato products (21 CFR, part 53), do not provide for the addition or standardization of vitamin content for these products. In the light of present problems of malnutrition, it is reasoned that standardized levels of vitamins in these widely consumed products could provide a significant contribution to the state of health of Americans.

It is recommended:

That consideration be given to the vitamin C fortification of all canned and frozen fruits, fruit juices, and nectars as well as to vegetable juices and tomato juice. It is further recommended that consideration be given to the addition of water soluble vitamins to vegetables, such as corn, peas, green beans, and tomatoes.

The levels of the enrichment should be based on studies of dietary patterns of use of these products along with other dietary sources of nutrient and set so as to assure adequate intake for extreme situations.

Recommendation No. 20: FDA Should Authorize Nutritional Enrichment of Chocolate Products

The majority of chocolate foods are eaten between meals and in most cases are considered supplementals rather than substitutes for other foods ordinarily consumed at mealtimes. Many people, however, regardless of income level, do consume chocolate foods in lieu of, rather than in addition to, foods taken at mealtime.

Industry should be encouraged to make available many more such nutritionally enriched foods to serve better not only those in the lower income segment but all groups of our society.

It is recommended: That, to permit the nutritional enrichment of chocolate products, their standards of identity as prescribed in 21 Code of Federal Regulations part 14 be amended.

Recommendation No. 21: Industry Undertake Nutritional Enrichment of Suitable Snack Foods

By even conservative estimates, snack foods occupy a prominent position in the diet of American youth, being in many cases a significant source of young people's daily nourishment. This is also true of large segments of the population below the poverty level, chiefly in the U.S. urban centers.

Industry has the freedom to add to the nutritive value of these products as there are no standards of identity for them. Because the nutritional value of some snack foods is often negligible, it would be desirable for the food industry to consider the question of enriching the nutritional content of such foods. This would be specially pertinent in the development of new snack items intended for the adult market.

It is recommended: That industry accelerate its efforts to make available nutritious snack foods.

Recommendation No. 22: Salt Packaged for Consumer Use Should All Be Iodized Unless Specifically Labeled Otherwise

Medical reports of the increasing prevalence of abnormal thyroid conditions, particularly among the less literate U.S. population groups, have coincided with the increasing sales of noniodized salt at the retail level.

Iodized salt remains the easiest and most economical method of introducing adequate iodine into the human diet.

It is recommended: That salt to be sold through retail outlets be iodized unless clearly marked "not iodized."

Recommendation No. 23: Develop Government Programs To Promote Fortified Foods for the Poor

One of the major problems in improving the nutritional value of the American diet is the eating habits of low-income groups. For reasons having to do with tradition as well as a lack of income, many of their staple foods are either lacking in nutrition or supply an unbalance composition of nutrients. The resistance of this part of the U.S. population, moreover, to anything resembling a poverty food is well-known.

The food industry is urged to accelerate its present efforts to respond to the needs of the poor. These follow several lines and should be intensified: The fortification of foods now known to be eaten by the poor; the development of new economical, tasteful, attractive, and fortified foods, making special efforts to utilize low-cost, abundant foodstuffs.

It is recommended: That Government develop programs to provide appropriate assistance to the food industry to achieve these goals.

Recommendation No. 24: Government Should Establish Permanent National Nutrition Surveys

A significant number of U.S. families fails to consume a nutritionally adequate diet. The cause is not only economic. There is a malnourished segment of the population that for reasons other than economic has an inadequate diet. A major source of obstacles to correcting this national dietary defect is ignorance. Information bearing on the whole subject of nutrition is incomplete. A national nutrition policy is an impossibility without data that does not now exist.

It is recommended: That the Federal Government establish a continuous survey to monitor the nutritional state of all Americans, with particular reference to the poverty subcultures. The survey should include dietary patterns as well as clinical examinations and tests. The Government should also conduct parallel studies to identify specific variations in shopping and eating habits, including, among others, those of different ethnic groups and of the populations of different geographical regions.

Recommendation No. 25: Industry Provide Technical Assistance to Low-Income Business Enterprises

There are many groups of low-income people from throughout the country struggling to begin businesses and become a part of the economic system in our country. These groups face tremendous difficulties because they lack the technical skills necessary for successful businesses. They lack managerial and marketing skills. They lack adequate financing.

The various agencies of the Federal Government involved with the task of assisting low-income businesses cannot succeed without the strong voluntary participation of the business community.

It is recommended: That industry make available technical assistance, especially management and marketing assistance. Industry should assist struggling community economic development groups in every way possible.

Dissent and Suggestion Submitted by the National Milk Producers Federation

We would like to comment briefly on recommendations 1, 2, and 3 offered by the Panel on Food Manufacturing and Processing.

Recommendation 1 favors the repeal of the Filled Milk Act; recommendation 2, the repeal of the Butter and Adulterated Butter Acts; and recommendation 3, the repeal of the Filled Cheese Act.

The National Milk Producers Federation is opposed to the repeal of these laws for the following reasons:

> (1) These laws were enacted to prevent fraud and deception of the consumer. Recent court cases support the principle that prevention of deception is still the objective of these laws. How many of you, for example, know whether the cream you used in your coffee this morning was genuine cream or a substitute? There is nothing to indicate that the risk of deception is any less now than when these laws were enacted.
>
> (2) A second reason for retaining these laws is, as has just been indicated, that imitation dairy products can be made and are being made at the present time. These include imitation ice cream, sour cream, coffee cream, whipping cream, and milk. The dairy industry does not object to these imitation products as long as they are properly labeled and the consumer is aware of the nature of the product he is buying.
>
> 3. Finally, these recommendations imply that the repeal of the filled milk acts would result in cheaper products. We would point out that it costs the farmer just so much to produce a gallon of milk and he will stop production if he does not receive a fair return for his labor.

At the present time, the price of milk is based on its butterfat content although this system does in fact place some share of the value on the solids, nonfat portion also. Reversing these price relationships—that is, paying less for fat and more for nonfat solids—would have little effect on the price of some dairy products but would substantially increase the price of nonfat dry milk—a change which is certainly not desirable from the standpoint of the conference.

Because the adoption of these recommendations and their subsequent implementation would have far-reaching effects on consumers and the dairy industry, may we suggest for your consideration the approach found in your recommendation No. 7. In this recommendation, you suggest that the President appoint a commission to review existing impediments to the free movement of milk products in commerce. May we suggest that such a commission study the effect of the adoption of recommendations 1, 2, and 3.

Burdit Heineman,
National Milk Producers Federation.

Dissent Submitted by the American Dry Milk Institute, Inc., on Recommendation No. 4

The recommendation that the statutory definition and standard of identity for Nonfat Dry Milk (21 U.S.C. 321(c)) be repealed should not be adopted.

The recommendation is based upon an erroneous assumption and overlooks several important considerations. The erroneous assumption is that the existence of the statutory or the congressional standard constitutes an impediment to desirable changes either by modification of or addition to nonfat dry milk.

The preamble to the recommendation acknowledges that the existence of the statutory standard did not stand in the way of the promulgation of a definition and standard of identity for nonfat dry milk fortified with vitamins A and D. It is submitted that if it were deemed in the consumers interest to provide for further fortification of the product, a petition to amend the regulation establishing the standard for the A and D fortified product, could be submitted under section 701 of the Federal Food, Drug, and Cosmetic Act.

Further evidence of the erroneous assumption on which the recommendation is based is the fact that a calcium-reduced product has been developed and is lawful for interstate shipment and is presently being used in the manufacture of certain foods. The existence of the statutory standard did not prevent this development.

If at some future time progress in food technology results in the development of a different nonfat dry milk, modified or nutritionally enhanced in some way, such modification or enhancement would characterize the new product and a petition proposing a definition and standard of identity—under an aptly descriptive name giving recognition to the new characteristic of the product—could be submitted to the Commissioner of Food and Drugs. The existence of the statutory standard would be no impediment to such action.

Actually, the action by FDA in establishing the standard of identity for the vitamin A and D fortified product should have led to the assumption that what FDA did in connection with A and D, constitutes precendent for that agency to take similar action, at such time as any further enhancement of the nutritional value of the food may be proposed.

The considerations which should have been taken into account but which apparently were overlooked, have to do with existing regulations pertaining to nonfat dry milk now included in the Code of Federal Regulations under 21, CFR 18.540 and 18.545, respectively.

> 21, CFR 18.540 is a definition and standard of identity for the product designated under nomenclature, no longer applicable to the human food product: Dried skim milk, powdered skim milk or skim milk powder. A "Note" in the CFR under that regulation states: "Note.—70 Stat. 486, 21 U.S.C. 321c, provides a statutory definition for this food under the name 'nonfat dry milk.' "

If the present statutory or congressional standard for nonfat dry milk were repealed outright, as the recommendation proposes, this above former regulation would be automatically revived under the outmoded names mentioned.

> 21 CFR 18.545, the other regulation referred to, is the definition and standard of identity for "Nonfat Dry Milk Fortified With Vitamins A and D." This standard of identity, by its very terms, is built upon and refers to the statute which recommendation No. 4, if adopted, would repeal.

It follows then, that the standard of identity for nonfat dry milk fortified with vitamins A and D would also fall if the act establishing the standard of identity for nonfat dry milk were repealed.

For these important reasons it is respectfully urged that recommendation No. 4 not be adopted.

John T. Walsh,
Executive Director,
American Dry Milk Institute.

Note.—During the discussion of recommendation No. 4, Mr. John Walsh, representing the American Dry Milk Institute, proposed the following recommendation in lieu of that adopted by the Panel:

> That legislation be introduced during the second session of the 91st Congress to amend section 321(c) of the Dry Milk Solids Act by adding thereto the following section: Such amendment to become effective 12 months after enactment. "Sec. 2. The definition and standard of identity for nonfat dry milk established herein may be the subject of an action to amend under sec. 701(e) of the act in the same manner as a definition and standard of identity issued pursuant to sec. 401."

It was the sense of the Panel that its own recommendation, as modified, accomplished the purposes of Mr. Walsh's suggestion.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A–2: Food Manufacturing and Processing

Maximum limits of permissible fortification should be set by a scientific panel outside industry. Meaningless competition in unnecessary fortification should be condemned. With or without present or modified standards of identity for existing products and for foods yet to be developed, more meaningful labeling is needed—especially to reveal proportions of ingredients and nutritive values.

This is important in recommendation Nos. 1 through 11 and 13 through 21.

Recommendation No. 7 should be broadened to include freer movement of processed milk products in international trade as well as interstate.

Recommendation No. 23, as written in the Panel's original recommendations, seems unnecessary (although the goals it purports to serve are most admirable). Reasons: (1) Infinitesimal costs of fortification; and (2) gains the food industry will make on other fronts if other recommendations of the White House Conference—especially annual income guarantees—are implemented.

PANEL VI A-3: Food Distribution and Retailing

Chairman: Donald S. Perkins, President, Jewel Companies, Inc., Melrose Park, Ill.

Vice Chairman: Clarence G. Adamy, President, National Association of Food Chains, Washington, D.C.

Panel members

Richard H. Gromer, President, Gromer Super Markets, Elgin, Ill.

Richard D. Harrison, President, Fleming Co., Oklahoma City, Okla.

William J. Kane, President, Great Atlantic and Pacific Tea Co., Inc., New York, N.Y.

Donald P. Lloyd, President, Associated Food Stores, Inc., Salt Lake City, Utah.

Agnes Olmstead (Mrs. Earl R. Olmstead), Director of Home Economics, Colonial Stores, Inc., Atlanta, Ga.

Charles Prejean, Executive Director, Federation of Southern Cooperatives, Atlanta, Ga.

Quentin Reynolds, President and Chief Executive Officer, Safeway Stores, Inc., Oakland, Calif.

Herman T. Smith, President and Chairman, Jet Food Corp., Baltimore, Md.

Bert L. Thomas, President, Winn Dixie Stores, Inc., Jacksonville, Fla.

Fred Wharton, Development Manager, Monsanto Co., St. Louis, Mo.

Consultants

Paul Cifrino, Chairman of Board, Purity-Supreme, Inc., Dorchester, Mass.

Timothy D. McEnroe, President, Rainey, McEnroe and Manning, Inc., Washington, D.C.

REPORT OF PANEL VI A-3

Recommendation No. 1

Much publicized studies showing a surprising degree of undernutrition among even relatively high-income families indicate the necessity for a concentrated educational and promotional program toward more nutritious food, good eating, and intelligent food shopping among people of all incomes. This is an area in which the Nation's food retailing industry can play a vital role through its highly efficient distribution system that reaches most homemakers at least once a week. This enables food distributors to serve as the most direct and rapid channel of communication to consumers.

If the need to banish hunger and malnutrition among poverty groups is to be met, a nutrition education program must go hand in hand with a consumer education program that includes wise food buymanship. The effectiveness of a food stamp program or any similar effort is largely contingent on informing recipients about how to choose a nutritionally adequate diet as well as how to use stamps or money to buy good nutrition in a foodstore. Such specialized consumer education programs for hard-to-reach poor, near-poor and educationally disadvantaged groups can best be handled with Government leadership and distrbutor assistance.

The Panel recommends: That food retailers assist and encourage the U.S. Department of Agriculture and other appropriate Federal, State, and local agencies, including public schools, in the development of community teaching programs aimed at reaching all Americans, with special attention being paid to the problems of the poor. For example, the food industry can and will assist in the training of homemaker aides and other volunteer groups who are reaching low-income families through existing programs. The Panel recognizes that these programs are most effective when implemented by residents of the area involved. Homemaker aides and others whose aims are to help families help themselves are encouraged to use low-income area foodstore facilities in both urban and rural areas for placement of information booths and as a distribution point for material. Additionally, food distributors will assist Federal, State, and local agencies, nutritionists, home economists, and other resource people to develop material for use by all consumer media to upgrade shopping skills, eating habits, and nutritional practices.

Recommendation No. 2

While a consumer education campaign aimed directly at the poor is the most pressing need, the Panel recognizes that the long-range best interests of the American people require better knowledge about the factors of food nutrition and health, and how to translate this information into buying skills. Today, all consumers, regardless of income, need education in how to shop for food in such a way as to get the best nutritional values and satisfaction in return for the dollars spent. This is particularly true with respect to young Americans.

Some members of the industry, through home economists and consumer service specialists, are already conducting well-planned consumer programs reaching all strata of American society. Once alerted to the problems and opportunities, other individual operators will plan their own programs to meet the needs of consumers in their operating areas. At the same time, some guidelines, organization, and coordination are necessary to make this effort most effective.

The Panel recommends: That the Food Council of America be established again. This intra-industry group will be composed of the chief staff officer and chief elected officer of all the national food Distribution industry associations, along with appropriate advisers from government and the Advertising Council. The major responsibility of the council will be to create and conduct two national consumer education campaigns each year for the industry. The goals of these campaigns would be:

1. To help all consumers to become more knowledgeable food shoppers;
2. To improve the eating habits of all Americans;
3. To increase the knowledge of and use of nutritionally beneficial foods. Such programs shall be coordinated with appropriate public and private agencies to assure that they are designed to meet existing needs. A home economics consumer advisory group should be involved in this coordination to assure a practical interpretation of nutrition education.

The council should meet no later than January 15, 1970, and conduct its first campaign by the summer of 1970.

ANTICIPATED DUTIES OF THE FOOD COUNCIL OF AMERICA

The Food Council, through task forces from its membership and constituent groups, should:

1. Serve as a clearinghouse for educational and promotional ideas aimed at increasing consumer awareness of the importance of developing good eating and good food shopping habits. Such ideas would be disseminated to the food industry through the most effective channels.
2. Develop and provide educational material for voluntary individual company "teach-ins" that will increase the knowledge of supermarket employees about food, nutrition, and health. Such material will directly benefit employees as well as the consumers with whom they come in contact.
3. Provide assistance to consumer education leaders in the development of programs to include plans for spending food dollars as well as a greater understanding of food economics.
4. Work with educators to develop courses for elementary, high school, college, and university curricula aimed at the teaching of food shopping economics, consumer and nutrition education, family living, and other courses to increase the living competences of the American people, and of the poor in particular.

Recommendation No. 3

A great deal of discussion has centered in recent months around possibilities for the development and use of special food products aimed at filling special dietary or budgetary needs. The Panel believes, however, that the poor—whose needs have been designated as the immediate target of the Conference—as a group show the greatest reluctance to try new special purpose foods and to change buying and eating habits.

For this reason, although experimentation has been done that makes it clear that special food products for the chronically undernourished could be developed with reasonable ease, the Panel believes that moving such products into consumption by the people who most need them through commercial channels is a task that is both formidable and—except in certain cases—unnecessary.

The Panel recommends: That major efforts aimed at upgrading diets through enriched and fortified foods be directed to work to improve foods traditionally a part of the lives of the people involved, and that the development of special food products receive a lower priority in terms of money and effort.

Recommendation No. 4

Although it recognizes that there are many other reasons, it is the belief of the Panel that one of the things that has held back aggressive efforts to build more nutritious products by food industry manufacturers is that Government standards of identity and labeling regulations in many cases prohibit fortification or nutritional information on package labels.

The Panel believes this to be in opposition to the public interest.

The Panel recommends:

> That current Government labeling regulations and standards of identity that effectively block the development and marketing of specially enriched and fortified foods be carefully examined, reconsidered, and, where appropriate, changed. Among such programs might be amending the standard of identity for white enriched bread to permit the inclusion of L–Lysine, which can enlarge the human body's utilization of the protein found in bread and enable the product to be a significant source of high-quality protein.
>
> The Panel believes this recommendation should receive a high priority, with a review by the Food and Drug Administration and other appropriate agencies beginning immediately and with all necessary changes in effect by January 1, 1971.

Recommendation No. 5

A national health and nutrition policy is long overdue. It should be obvious to anyone who thinks about it that the food industry has no vested interest in the maintenance of hunger or malnutrition anywhere; the food industry's business is to serve customers by providing good eating, good nutrition, and good health. But a virtual lack of guidelines during a period in which both government regulation and nutritional expertise have been confusing and often conflicting has placed the industry in a difficult and sometimes impossible position.

It is the Panel's hope that these conflicts will be resolved and that the general public and the industry that must supply its food will be provided with regular appraisals of conditions and needs.

The Panel recommends: That the Food and Nutrition Board of the National Academy of Sciences and other appropriate public and private agencies keep American nutritional needs under continuing surveillance, and alert industry members at every level to both national and special regional needs.

Recommendation No. 6

During the late 1930's and early 1940's great strides were made in increasing the nutritional well-being of the American people. This was done with a high level of government-industry cooperation and devotion to the idea of making the goal a total national commitment. A large part of the reason for the success of this earlier effort was the fact that retailers applied their merchandising skills to the task of making it attractive and inexpensive for people to meet their nutritional needs.

The same degree of direction and dedication are needed today.

The Panel recommends: That all of the Nation's food distributors pledge to use their special merchandising skills to stimulate the greatest possible consumption of enriched and fortified food products. In connection with this, all distributors are particularly urged to examine their policies to assure that enriched foods such as vitamin D milk, special formula bread, iodized salt, etc., are merchandized in such a way as to encourage maximum use.

PREAMBLE TO RECOMMENDATIONS NOS. 7 THROUGH 11

The Panel recognizes that at best food stamps are a substitute for currency and that hunger is one of the resultants of an insufficiency of money. Further, malnutrition may exist concurrently with a stomach full of food which is of inadequate quality. The former is amendable to correction by providing an adequate income, or income substitute; the latter by education. The Panel supports the concept of an adequate dollar income for all Americans.

Pending the realization of this desirable goal, the Panel has proposals designed to improve the existing methods whereby food is provided to the poor, but the Panel feels there is a special, overriding and pressing need for the immediate expansion and improvement in the food stamp program.

Recommendation No. 7

Too great a reliance on the free distribution of staple food items keeps poor families from participating in the mainstream of American commercial life and deprives them of choice. Additionally, many distribution centers are difficult to reach, often operate at times that are inconvenient for recipients, and force the maintenance of a government distribution system that unnecessarily parallels the commercial system.

The Panel believes the direct food distribution program should be deemphasized except in those circumstances such as rural poverty centers where perhaps the population concentrations or income levels are unlikely to reach the point at which use of commercial food distribution facilities for welfare purposes is feasible.

The Panel recommends: That except in such special circumstances as those mentioned above, the direct distribution system be replaced by a vastly expanded food stamp program that will put stamps in the hands of all needy families. Additionally, the food stamp program must be considered for budgetary and administrative purposes as a welfare program and not as an agricultural program, and restrictions on use should be vastly simplified so that all food products are eligible regardless of origin, and to make eligible such nonfood items as are necessary to maintain proper levels of health, cleanliness, and personal dignity.

Recommendation No. 8

As can be seen from another recommendation from this Panel, we believe the food stamp program to be superior in most circumstances to alternative methods of meeting the nutritional needs of the poor.

On the other hand, the major responsibility for compliance with the regulations governing the redemption of stamps rests with supermarket checkout personnel to whom these regulations often cause problems. Elimination of major use restrictions would greatly ease this situation, but other problems will remain.

The Panel recommends: That stamps be issued to recipients in the same denominations as U.S. currency, and that procedures be developed with the agency charged with administration of the program to provide retailers with enough food stamps to regularly shop their own stores in a self-policing effort.

Recommendation No. 9

The Panel recognizes that many of those now eligible for participation in the food stamp program do not do so because the mechanics and requirements make it difficult to do so. Considering the values the program offers to those who can use it, however, extra efforts should be made to stimulate greater use.

Much of this effort must come from local welfare agencies in working with those eligible to tell them of the benefits of the program and to simplify procedures. But the Panel understands that one frequently expressed barrier to participation is a feeling that store personnel are unsympathetic with food stamp users.

The Panel recommends: That every food distributor, through the use of training programs, bulletins, and regular reminders to checkers from supervisory personnel, constantly emphasize to all store employees the necessity of treating food stamp users with dignity and courtesy.

Recommendation No. 10

While the food stamp program presents the best way of making available the elements of a nutritionally proper diet to the vast majority of welfare recipients, there are people with special problems who have special needs.

The Panel believes that these needs can best be met through modification of the basic food stamp program.

The Panel recommends:

That special "bonus" stamps be designed for such persons as the aged, pregnant women and nursing mothers; and, working with the National Research Council of the National Academy of Science, that a program must be carefully developed to assure that they match regional nutritional needs and are not overly complicated from the point of view of the people by whom they must ultimately be administered—foodstore checkers. One such program is now being developed with Government/industry cooperation.

This recommendation should receive a high priority. A pilot project should be in operation by July 1, 1970, and judgments about feasibility and costs can be made from it.

Recommendation No. 11

Part of the answer, in the Panel's view, to stimulating greater use of food stamps among those who are eligible for them is to actually demonstrate the usefulness and value of the stamps themselves.

And the Panel believes it to be important that the many benefits of the program be brought to the attention of as many of these eligible as possible.

The Panel recommends:

> That program administrators be directed to initiate a pilot project within a selected State or city to test the results of giving all welfare recipients who are also eligible for food stamps enough free stamps to equal 10 percent of their normal monthly welfare allowance on a one-time-only basis. The purpose of this would be to demonstrate the value of the program through actual use; in effect, to use a seeding technique with food stamps similar to that used by food manufacturers to stimulate sales of new products.

PREAMBLE TO RECOMMENDATIONS NOS. 12 THROUGH 18

The recommendations in the following section deal in a variety of ways with things that can be done to encourage the development of better foodstore facilities in low-income areas. In several cases the Panel recognizes that the problems encountered by foodstore operators are shared by other businessmen and many of the suggestions and recommendations would apply to them, as well.

These recommendations, however, mention foodstores and foodstore operators specifically, both because in some areas the need for better foodstore facilities may be more pressing than other needs, and because the mandate of the Panel did not extend into other business areas.

As these proposals are translated into legislative and administrative action, however, the Panel believes consideration should be given to broadening them in those cases in which this would be appropriate.

Recommendation No. 12

The Panel recognizes that there is an immediate need in many low-income areas and neighborhoods for modern foodstores, regardless of ownership. There are many physical reasons why this is the case, but a major hindrance to the construction of more modern facilities is the shortage of skilled, well-trained managers to run them who are members of the group indigenous to the area.

As a result, the Panel believes one of the most pressing needs today to meet the objective of improving foodstore facilities—either corporate or community or cooperatively owned—in low-income areas is to develop special programs conducted by experienced food retailers, aimed at the development of a pool of managerial talent in as short a time as possible. This pool could then be tapped by established retailers as well as those developing consumer cooperatives and community-owned foodstores in order to provide the single key to success that is most frequently lacking.

The Panel recommends:

> That the Office of Economic Opportunity, U.S. Department of Labor, and other appropriate Federal agencies review existing training programs such as MA–V and modify them to provide incentives to existing foodstore operators for the development and use of accelerated foodstore manager training programs for minority group members.
>
> This should be given the highest priority and the goal should be no fewer than 100 persons in five management training programs by July 1, 1970.

Recommendation No. 13

It is the mission of the commercial food distribution industry to assemble the food produced by growers and processors and make it available to American consumers in an attractive, efficient, and sanitary way. Its role, therefore, as a channel for the elements of nutrition is vital.

The vast majority of Americans, whether they live in city, suburb, or rural areas are today well served by the commercial food distribution system. Indeed, the Panel was composed of food wholesalers and retailers who serve every type of community from the most remote rural areas to the largest cities and both through our own experience and through the investigations we conducted during the limited time we had to do so, we were unable to find any area in which those who are physically and economically able to use commercial food distribution facilities do not have them available; the primary nutritional problems of the poor revolve around lack of money and education, not lack of foodstores. The time was short, however, and there may be locations where modern, competitive facilities are needed, and the Panel believes a program aimed at identifying them should be conducted as a first step toward correcting such of these problems as do exist.

The Panel recommends:

That the proper agency of government, after consultation with community and business groups, develop the criteria for and conduct an inventory of foodstore facilities to identify those precise geographic areas that are, in fact, substantially lacking in such facilities. This inventory should consider such things as population densities, income factors, transportation availability, average land costs, and other related matters as well as the number and type of stores serving the community. Areas found to be substantially lacking in foodstore facilities might then be publicly identified and qualify for special incentive treatment as proposed in other resolutions. In no case should such designation contemplate or include any licensing or franchising provision that would limit the size or class of store or ownership qualifying for incentive. Audits should be made regularly until all locations identified as problem areas are adequately served.

This study should begin by July 1, 1970.

Recommendation No. 14

Conditions vary from city to city to such an extent that generalities are difficult and local problems can best be met on the local level. But in the Panel's experience, virtually every community has barriers of attitudes, laws, and regulations that stand in the way of expansion of foodstore facilities and the most efficient operation of those that exist.

These barriers can and should be removed by local businessmen, working in organized cooperation with local government, community leaders, and consumer groups.

The Panel recommends: That, working under the direction and coordination of the appropriate Federal agency, the officials of national food distribution industry associations meet immediately with officials of the National Conference of Mayors and other similar groups to establish in every major American community a nonpolitical, nonpartisan mayor's council on food distribution to advise on the state of food retailing in his city and on the specific local barriers to the creation and maintenance of competitive modern commercial foodstore facilities, and offer specific proposals for the elimination of such barriers. Among the possible barriers that should be examined are tax bases, zoning and construction regulations, hindrances to the delivery of supplies to stores, trucking regulations, and police protection.

1. The mayor's councils should advise and cooperate with the Federal agency undertaking the task of identifying areas substantially lacking modern, commercial foodstore facilities.
2. At the option of the Federal agency involved and/or local officials the mayor's council may be expanded to include other local businessmen and consumer groups.
3. Officials of these national food distribution organizations will be directed to work with their memberships to assure representation on such councils and exert their leadership to assure proper participation.
4. One particular program that should be explored in each community is that of local government purchase and ownership of land in selected inner city locations for lease to experienced supermarket operators and other businessmen. Similar programs are now well established in many cities to provide offstreet parking and the idea should be expanded to include other commercial facilities.

A high priority should be attached to this recommendation, with councils established in the 50 largest cities by July 1, 1970, and the 100 largest by January 1, 1971.

Recommendation No. 15

There are some persons who can never be adequately served by the commercial food distribution system under existing circumstances. These include the very poor in areas not now using the food stamp program, the blind, the aged and infirm, and those without transportation in remote rural areas.

In every case but the first, the problem is not one of general availability of stores, but of unavailability of ways to get food from the stores to the people who need it. So the Panel believes that some form of transportation must be provided for or subsidized in these cases.

The Panel recommends:

That the U.S. Department of Agriculture develop as part of the food stamp program special food transportation stamps that would reimburse commercial delivery services used by foodstore operators to bring food from stores to the homes of those who qualify for this special aid. Additionally, there may be instances in which it is necessary to bring food from distribution points to people who are unable to receive it in any other way. The panel recommends that programs be undertaken to study the possible usefulness of establishing mobile foodstores for the benefit of those people in rural areas who are unable to acquire food through normal commercial channels.

The Panel believes that specific criteria for eligibility could be worked out by July 1, 1970, and that the program could be put into effect immediately thereafter.

Recommendation No. 16

Aside from the lack of skilled minority group store managers discussed in another resolution, it is the Panel's experience that inner-city foodstore construction has lagged because the costs involved in running inner-city stores are frequently much higher than are costs in suburban locations.

As a result, some incentives to existing foodstore operators or others with venture capital are necessary in order to stimulate foodstore construction in those areas which are identified by the agency designated by an earlier recommendation as substantially lacking in commercial foodstore facilities.

The Panel recommends:

That in the tax bill now before Congress, a special one-time 20-percent investment credit or other suitable assistance be offered to any individual or corporation who invests in land, building, and equipment to establish a new or suitably expanded food retailing establishment in any area designated by the appropriate Federal agency as being substantially lacking in modern commercial food distribution facilities.

It is suggested that this be immediately recommended to Congress by the executive branch.

Recommendation No. 17

One conspicuous problem facing businessmen who operate commercial establishments in low-income locations is the acquisition of insurance at reasonable rates.

While this is only one of many higher cost elements of doing business in the inner city, it is uniquely susceptible to Federal Government correction.

The Panel recommends:

That Congress establish a Federal Urban Business Insurance Corporation—modeled after the Federal Deposit Insurance Corporation—to provide insurance to inner-city businessmen against major casualty losses and for other purposes in those cases in which commercial insurance is not available to them at rates charged similar businessmen in suburban locations. Food distributors will work with the appropriate congressional committee and Federal agency in the development of a specific legislative proposal.

This proposal should be prepared for introduction in Congress by July 1, 1970.

Recommendation No. 18

Food retailers rank among the most frequent participants in government-sponsored training programs aimed at developing work skills among the hard-core unemployed, believing that such programs are good both for society and individual companies.

Although the Panel suggests some modification in existing programs in another recommendation, we believe entry-level efforts should continue to be made.

The Panel recommends: That federally funded training programs for the hard-core unemployed be continued, with particular emphasis on special training for employment in inner-city foodstores.

PROPOSED RECOMMENDATIONS

FEDERAL COUPON PLAN FOR SUPPLEMENTAL FOOD DISTRIBUTION

1. Coupons are the best method for handling this program. Each coupon should be good for one food unit specifying size, approximate weight range, nutritive data, form, etc., and have a fixed value based on the average price of that commodity in the market as determined by a survey by the U.S. Department of Agriculture or someone they would designate for this purpose. The coupon should contain copy identifying what it is for such as "one package iron-fortified baby dry cereal such as Gerber, Heinz, Beechnut, or similar brands weighing approximately 8 ounces."

2. Store handling. At store level these coupons would be handled as cash upon purchase of the items specified. Such purchases would be a tax-exempt sale. If the specific item selected was at the time of purchase listed at less than the coupon value, change would be given for this amount and if the price were higher, the customer would be charged the difference over the value of the coupons. Stores would keep the coupons as a separate cash deposit item with a separate deposit slip including them with their cash deposits at whatever depository they make such deposits.

3. Redemption by depository. These coupons should be handled as cash by the bank of depository of the retailer who would credit the retailer's account and deposit the coupons with the Federal Reserve bank for their redemption.

4. Issuance of coupons to recipients. The coupons would be issued to recipients on the basis of one coupon for each item needed for whatever period of time the issuing agency should decide upon, with a coupon holder to keep them together. We feel this part of the proopsal is best handled by issuing agencies and those directly concerned with the needs of the people involved rather than try to set up that part of it. We would suggest that coupons be issued for some limited period of time so that use would not occur too rapidly with inadequate amounts available for the latter part of the period for which the issue was made.

We believe this system could be put in effect most quickly and would best be understood by all people involved—government, recipients, store people, and banks who would need to redeem such coupons. At a fixed average value for each product the Government would be paying the proper amount for the market. The few pennies that might be to the customer's benefit would be a reward for the wise buying on the part of the customer teaching her to select the lower price of similar items, take advantage of sales, etc., and therefore, would perform a worthwhile educational value and to that slight degree stretch the customer's power to purchase additional items. By the same token, paying the difference over the coupon amount for an item would encourage a customer's wiser selection. This system of fixed value coupons is the same in principle as the food stamps which also have a fixed value and can be redeemed for varying amounts of food, depending upon the buying choices made in exchange for the stamps.

We believe this program, because of the built-in features, would be a valid one for a more extensive program should one be developed to include more than the three categories of items now proposed.

We believe the handling of food stamps and the redemption of them on face value by banks is a good precedent to follow with this program, as well as one which should receive ready Government acceptance because it would not be a change from the present practice of related voucher. Stores would take them to whatever bank they use for cash deposits with the bank verifying the amount of the deposit. This depository system would result in the most prompt payment for coupons redeemed.

Addendum—A Dissent to the Recommendations of Panel VI A-3

By Charles O. Prejean

As a result of the proceedings of the first meeting convened by the Food Distribution and Retailing Panel held August 26 and 27, and as a result of the proceedings since that time concerning the first and final versions of this Panel's recommendation, I, for the record, would like to express my differences concerning those recommendations.

I recognize and respect the panelists' integrity and deep concern for the problems of poverty and malnutrition, but in spite of this I also recognize this Panel's limitations.

The Panel is operating from a background of affluence and the world of the food industry. This by no means disqualifies them from making somewhat credible recommendations.

What I am saying is that their recommendations are legitimate up to a point, but they should not be accepted as the "modus operandi" and certainly not reflective of the position of the entire Panel.

Since I look at things from a different perspective, I, as a panelist on Food Distribution and Retailing, would not like to be associated with these recommendations unless my position can be included. Instead, I would like to submit as an addendum my recommendations and my justifications for my criticism of the structure of this Panel.

I criticize the structure of our Panel because it prevented us from offering more credible recommendations.

If 50 percent of our Panel had consisted of the poor and malnourished, our contributions would have been significantly more reflective of the reality of the needs.

I contend that if those who are supposed to benefit from the recommendations of others are not included in making of these recommendations, the recommendations, and even the programs resulting from these recommendations, will be as ineffective as they were in the past.

To support this argument I ask you to examine the effectiveness of our present OEO program, our welfare programs, our Farmers Home Administration program, and other such programs. Not one of these programs are bringing about significant changes in the lives of the poor people. Not one is seriously addressing itself to the problems of the poor.

Again, part of the reason for the inffectiveness of these programs is that their creators excluded the beneficiaries and developed instead programs in which they would like to participate if they were in turn the beneficiaries.

Secondly, another general criticism of the recommendations of the Panel is that none of these recommendations offers any amount of control to the beneficiaries.

Almost every program created for the poor is run and controlled by the nonpoor who either don't know or understand just what they are supposed to be doing or simply don't care, and whose only real concern is that their checks keep coming in. And you find that this is particularly true in the South.

Lastly, our Panel does not plan to do anything for the problems at the expense of the food industry. The Government certainly cannot do it all and will not do even as much as it could.

My general recommendations would be first to test the validity of the Panel's recommendations by having poor people react to them and offer their inputs. Or in making these recommendations, our Panel should express the limitation under which it functioned.

Secondly, I could recommend that the food industry give more direct support to the residents in the various impoverished communities. This direct assistance should take the form of financial support for community owned stores and other indirect social efforts; and the form of technical support to these community efforts.

The following are my specific suggestions as they apply to recommendations of the Panel:

Recommendation No. 1

1. Education programs are good only if those who are to receive the services can understand them. (USDA has a great deal of literature that is useless because it is incomprehensible to those for whom it is designed to aid.) It must be prepared by people who speak the language of the people, who are interested in the people, who have a commitment to work with the people.

2. The same applies to the homemakers. They must be someone who can relate to the people, preferably someone from the community. This can insure understanding and communication.

3. Governmental structures are not reliable. They have not administered programs satisfactorily and should either be replaced or should hire recipients of the programs as administrators.

Recommendation No. 2

1. Consumer programs usually are not successful unless the right people (community folk) are involved in preparing the program and in implementing it.

2. The Food Council of America should include as many persons from the poor community as possible.

Recommendation No. 3

This recomendation does not apply to persons without money.

Recommendation No. 7

As far as this recommendation is concerned, I believe the Panel ought to ask poor people about this before the recommendation is made.

People can starve because of the possible immediate implementation of such a recommendation.

And, when counties switched from free commodities to food stamps, some people ate less because they couldn't get enough free stamps, and for other program administrative reasons.

Since this Committee did not ask a sufficient number of poor people about the above, I feel they had only their own interest in mind. (More food stamps for the poor, more business for the stores.)

Commodity programs could be improved to offer a greater amount and greater selection (vegetables, whole milk, meats, etc.) and also be packaged more attractively.

Regardless of which program poor people select, I think the program could be administered more fairly if it were administered by them (the poor people).

Recommendation No. 8

A greater number of persons who are eligible to use food stamps are not using them not because they don't know about the food stamp program. Those who run these programs are usually white racists who discriminate against them and refuse to allow them to participate; and in many cases, there just is not enough money provided by the Government.

Recommendation No. 10

What I have previously said for No. 7 applies here also.

Recommendation No. 11

This is not a particular problem that deserves a great deal of attention—people know about the food stamp program.

Recommendation No. 12

Here again, as I have previously expressed, the food industry should, at its own expense, give more direct financial and technical assistance to community-owned grocery store efforts.

Recommendation No. 13

If the food industry were really interested in the problem, they should certainly take it upon themselves to do what they recommended to the Government. They stand to benefit most from the results of such a study.

The problems that we are talking about are so great that if the private sector doesn't assume some of the work as well as cost, then it is not serious about making things better.

Recommendation No. 14

This section includes only the so-called upper echelon of the Government and the private business world. Without an inclusion of the most important group of people, those who are suffering, this recommendation will not have good effects. Racist State, county, and local officials would just as soon see the poor starve, especially if they are black, rather than continue supporting them with public monies.

Recommendation No. 15

Why is it impossible for the food industry to help feed the poor, the blind, and the infirm? And why couldn't they provide transportation for those who need it? Again, if the private sector thinks it can help make things better without assuming some of the cost, it is definitely insincere.

Recommendation No. 16

I support this section if the Government offers to credit assistance to community people and to community efforts.

In summary I would like to emphasize the following:

1. The poor should be included in both the planning and the implementation of any program directly or indirectly concerned with them.
2. Both public and private sectors (food industry) should assume the cost for programs that will help to eradicate poverty, malnutrition, etc.
3. The encouragement of more community-owned businesses and other efforts with private and public subsidy.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL VI A–3: Food Distribution and Retailing

The community organization task force believes that monetary seeding to stimulate entrepreneurship in nutrition vending is advisable. The special merchandising and other skills of corporate industry can stimulate not only the buying habits but also the private enterprise aspirations of disadvantaged Americans.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A–3: Food Distribution and Retailing

Private and governmental research refutes the assertion in this Panel's deliberations that price and quality of food are identical in the ghetto stores and suburban stores.

PANEL VI A–4: Food Packaging and Labeling

Chairman: Augustine R. Marusi, President and Chairman, Borden, Inc., New York, N.Y.

Vice Chairman: H. C. Harder, Chairman and Chief Executive Officer, CPC International, Inc., Englewood Cliffs, N.J.

Panel members

Robert C. Cosgrove, Chairman, Green Giant Co., Le Sueur, Minn.

John M. Fox, Chairman and President, United Fruit Co., Boston, Mass.

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REPORT OF PANEL VI A–4

PREAMBLE

The members of the Panel concur in the position that poverty breeds malnutrition, and that for this reason among many others, poverty must be eliminated. All people must have adequate income and a share in the abundance of the American economy.

The members of the Panel are determined to work with government, with community groups, with consumer organizations and others, to eliminate poverty, hunger, and malnutrition in the United States. We agree with the President that this effort rates top priority in national affairs and merits support by all citizens as an achievable goal in the 1970's.

In the Panel's deliberations, we were constantly reminded that all aspects of improving nutrition and health are related. It was difficult to consider packaging and labeling in isolation. Thus, our opening recommendation is intentionally—and we believe necessarily—broader than the charge given our Panel.

BASIC PREMISE

The principal functions of a food package are to protect the product and provide an efficient means for its distribution. The principal functions of a food label are to identify and describe the product and provide information which will promote its use. The Panel believes that new packaging and labeling concepts for better nutrition and nutrition information will be successful to the degree they support these basic functions.

Recommendation No. 1: The President Should Appoint a High-Level Working Task Force No Later Than February 1, 1970, To Carry Forward the Recommendations of the Conferees

The Panel believes that continuous, constructive collaboration among leaders in government, industry, science, and consumer organizations is absolutely essential in achieving our national goal: the elimination of poverty, hunger, and malnutrition.

The Panel also believes that this collaboration must be organized within an officially designated framework to be effective.

The Panel strongly recommends that the President appoint a high-level working task force to carry on the work of the White House Conference on Food, Nutrition, and Health, including, of course, the deliberations and recommendations of this Panel.

The task force would be comprised of Government officials, leading scientists, leaders of consumer organizations, industry, labor unions, minority groups, community groups, and others. Its mission would be to put together the work of the participants in the Conference, to set priorities, to relate issues, to mobilize action, to initiate needed studies and surveys, to maintain national interest and awareness, and to report to the President—and to the nation—on February 1, 1971, and at 6-month intervals thereafter, regarding progress made toward the stated national goal.

We recommend:

> That the President convene this task force no later than February 1, 1970, and that it be financed by Government, industry, and foundations.
>
> The Panel further recommends that the task force give special attention to the following activitives:

1. A comprehensive review of laws and regulations to determine whether they insure and facilitate the delivery of sound nutrition to the consumer.
2. An examination of attitudes, economic barriers, ethnic preferences, geographical patterns, and other factors relevant to improving nutrition and health, including full utilization of the package and the label.
3. Within this overall review, special committees of the task force should consider:
    - (*a*) Federal, State and local laws and regulations, including food standards, to insure the development and proper labeling of new and improved foods, and implement consumer understanding of nutritional values. Consideration should be given to fundamental changes such as the permissive addition of at least some basic nutrients to all standardized foods, and to changes in the statutory requirement concerning use of the word "imitation" on certain food packages, to insure better nutrition at the lowest cost for those most in need.
    - (*b*) The urgent need to clarify regulatory control, eliminate overlapping jurisdictions, promote uniformity of laws and regulations, and assure consistency in their administration by Federal, State, and local agencies.
    - (*c*) Ways to simplify labels and to eliminate complex, technical names which do not contribute to consumer understanding or product safety. Simplification of labels would permit more descriptive nutritionally oriented information to be accommodated on packages. Additional product data must be quickly obtainable from the manufacturer, or perhaps from some central source.
    - (*d*) Ways by which industry and Government can expedite administrative proceedings, especially with the Food and Drug Administration. The Panel strongly recommends that the FDA be given adequate budget and staff to carry out its assigned duties as one important step in expediting action.
    - (*e*) Ways to bring about scientific agreement on nutritional data in terms which are meaningful to consumers and which can be included on the label. The Panel strongly recommends that industry voluntarily promote the concept of a balanced diet for all citizens through the use of uniform words, symbols, or other graphic devices on packages and in advertising, as soon as agreement is reached. It should be recognized that current debate regarding criteria paralyzes voluntary action.
    - (*f*) Surveys to obtain additional data on low-income consumers and other special groups in society (aged, teenagers) so that food products and programs may be developed to meet their special needs. The Panel strongly recommends that pilot studies precede the implementation of any major program undertaken by the task force, especially programs concerned with reaching the poor and disadvantaged.

(*g*) Means whereby the consumer can be assured of securing in the food he purchases maximal value at minimal cost, and insuring that consumer protection programs do not cost the consumers more than they benefit them.

ecommendation No. 2: INDUSTRY SHOULD MOBILIZE A COMPREHENSIVE INFORMATION CAMPAIGN IN COOPERATION WITH CONSUMER AND COMMUNITY ORGANIZATIONS

The Panel believes that one of the most im- ortant problems confronting everyone involved n the area of foods and nutrition is the need to rovide more useful and understandable informa- ion to consumers. As a first step toward the stated ational goal, the Panel is convinced that com- nunication must be improved with the consumer, vhoever he may be, wherever he may live or shop. Extraordinary measures are required to reach a arge minority of citizens who live outside the nainstream of opportunity, education, and afflu- nce. Having restricted budgets, the poor can least fford to make mistakes in today's complex market.

The Panel is convinced that this effort cannot e delayed.

Ve recommend:

That industry initiate a comprehensive information-education program—without awaiting complete scientific agreement on nutritional data—within the confines of today's laws, regulations, and conditions in the marketplace. The Panel believes that the food industry should bring together leaders of consumer and community groups, communications specialists, and others, to design and conduct information-education pilot programs in key urban and rural areas. Based on these pilot programs, the Panel recommends that the food industry serve as a catalyst and coordinator of a comprehensive national program utilizing all communication media, educational facilities, community action and consumer affairs organizations, and others. The Panel further recommends that this effort be continuous and flexible, so that it may benefit from the reports and actions of the task force (see recommendation No. 1), the results of its own efforts, and the experience of individual food companies and others.

The Panel urges that the President appoint a steering committee no later than February 1, 1970. Committee members would include representatives of industry, media, education, community and consumer groups, and others whose special knowledge of nutrition, food processing and distribution, and communications, can help to implement a broad program of information-education of benefit to all citizens, and of special benefit to the poor and disadvantaged.

Recommendation No. 3: INDUSTRY SHOULD DEVELOP NEW PACKAGING METHODS PARTICULARLY FOR THE POOR

The Panel believes that industry should diligently seek ways to increase the utility of the package consistent with the principal functions of protecting an efficient means for its distribution.

We recommend:

1. That food processors stimulate action among the food industry, packaging specialists, and others, to develop packages that would have significant reuse value and/or additional utility, consistent with lowest cost for the consumer.
2. That this effort also concentrate on ways to further improve the protection of food both before and after initial opening to insure maintenance of nutritional value and to prevent contamination.

Recommendation No. 4: PROVIDE FUNDS FOR STUDY OF METRIC SYSTEM

The Panel believes that the metric system will facilitate price comparison and recommends that the Congress appropriate sufficient funds to the Department of Commerce to conduct a thorough study of the metric system.

CONCLUSION

All of the Panel's recommendations and comments point to one objective: to provide food of the highest quality at the lowest possible cost with the most meaningful information to all consumers.

Panel members again wish to express their appreciation for the opportunity to participate in the first White House Conference on Food, Nutrition, and Health.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A–4: Food Packaging and Labeling

We oppose any weakening of present consumer protection in the process of amending present labeling and packaging regulations. We stress the need for full informative labeling on new and substitute foods.

We favor price posting, unit pricing, and a reduction in the number of package sizes.

PANEL VI A-5: Promotion and Advertising

Chairman: James P. McFarland, President, General Mills, Inc., Minneapolis, Minn.

Vice Chairman: Lee S. Bickmore, Chairman and Chief Executive Officer, National Biscuit Co., New York, N.Y.

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George H. Allen, Publisher, Woman's Day, and Vice President, Magazine Division, Fawcett Publications, Inc., New York, N.Y.

Daniel E. Conway, President, American Bakery & Confectionery Workers International Union, AFL-CIO, Washington, D.C.

Fred W. Dickson, President, Coca Cola USA, Atlanta, Ga.

Mrs. L. C. Dorsey, project director, North Bolivar Farm Cooperative, Mound Bayou, Miss.

W. Leonard Evans, Jr., President, Tuesday Publications, Inc., Chicago, Ill.

Bruce Hildebrand, Vice President, General Mills, Minneapolis, Minn.

James E. Hurt, Jr., Chairman, Central City Foods, Inc., St. Louis, Mo.

Carl H. Krieger, Ph. D., Vice President, Product Research, Campbell Soup Co., and President, Campbell Institute for Food Research, Camden, N.J.

Donald H. McGannon, President, Group W-Westinghouse Broadcasting Co., New York, N.Y.

Paul B. Pearson, Ph. D., President and Scientific Director, The Nutrition Foundation, Inc., New York, N.Y.

Jean Wade Rindlaub (Mrs. Willard W. Rindlaub), Vice President, National Council of Women, West Englewood, N.J.

Walker Sandbach, Executive Director, Consumers Union of the U.S., Inc., Mount Vernon, N.Y.

Henry Schachte, Chairman, Executive Committee, J. Walter Thompson, New York, N.Y.

Harry Schroetter, Vice President, National Co., New York, N.Y.

Harry L. Segal, Director of Advertising, Jewel Food Stores, Melrose Park, Ill.

Consultants

Robert P. Keim, President, Advertising Council, Inc., New York, N.Y.

Frederick J. Stare, M.D., Ph. D., Professor and Chairman, Department of Nutrition, School of Public Health, Harvard University, Boston, Mass.

REPORT OF PANEL VI A-5

PREAMBLE

In wholehearted response to the President's message, this voluntary Panel shares the conviction of this Conference that the existence of hunger is a national disgrace that can no longer be tolerated as a fact of American life. We urge immediate legislative, community, and individual action to meet this national emergency.

It is our unanimous recommendation that the alleviation of hunger should be the immediate priority and that the improvement of national nutrition a secondary but also vitally important goal.

It is in this spirit that we present the following recommendations, expressing our willingness to bring the skills and facilities of advertising, promotion, and communications to bear on such solutions to the problem of hunger as may be agreed upon by the White House Conference.

Recommendation No. 1:

We recommend: That the facts presently available on the incidence and causes of hunger and malnutrition in the United States be brought together and that this information be broken down to make it appropriate to maximize effectiveness of communication with various groups in the population. Specifically we recommend that this responsibility be assigned to the suitable Federal agency with funds appropriated for continuing support of this function.

Recommendation No. 2:

We recommend: That there be founded a continuing agency, quasi-public in nature, to perform a coordinating function in the area of communications to the public on matters concerning hunger and malnutrition in the United States—a nutrition communications council. Preferably it should be funded by the private sector (hopefully with some tax incentive to encourage broadest support) but should maintain a clear channel to government and should include public membership.

Recommendation No. 3:

We recommend: That, given the findings of the Conference and its recommendations as to priorities for action, we bring about the widest dissemination through all available media of communication; through national organizations, schools, libraries, medical and public health agencies, employee training programs and related seminars and symopsia. We see this as a major continuing responsibility of the Nutrition Communications Council.

Recommendation No. 4:

We recommend: That several specific steps be taken to dramatize our situation.

1. That a National Nutrition Alert Week be designated by Presidential proclamation early in 1970 to serve as a launching platform for the concerted efforts of Government and private organizations at National, State, and local levels in mobilizing participation in programs designed to eliminate hunger in America and improve nutritional habits throughout the entire population.
2. We suggest that a simple, easily understood, written test be devised by nutrition experts that could be given to groups, or even self-administered, demonstrating to the individual as a result of his answers to the questions that he is—or is not—practicing basically acceptable eating habits. To introduce this national nutrition testing program, we would urge the production of a network television special comparable to the national drivers test telecast a few years ago, combining demonstrations on the screen with testing at home using previously prepared printed material.
3. We recommend that we motivate advertisers to include the fight against hunger and malnutrition as one of the principal causes to which public services advertising messages should be directed by working the category of nutrition into the existing pattern of awards within the communications industry.

Recommendation No. 5:

We recommend: That the Nutrition Communications Council devise some means of presenting this concept by use of some simple memorable device that can be understood without words.

Recommendation No. 6:

We recommend: That we promote voluntary action through all appropriate agencies such as churches, Red Cross, women's clubs, and others to help eliminate hunger and to help educate everyone in the wise selection of foods.

Recommendation No. 7:

We recommend: That the Nutrition Communications Council encourage every advertiser of food products to do these things:

1. Reflect the findings of the White House Conference in his advertising.
2. Review his product advertising to be sure it contributes, where possible, to sound nutrition education.
3. Reserve space on packages or on inserts for explanatory material on nutrition.
4. Sponsor the preparation of teaching materials for neighborhood nutrition classes, senior citizens meetings, and others.
5. Plan store promotion material with a nutrition theme.
6. Help persuade regulatory agencies to permit more voluntary labeling dealing with the major nutritional components of food products.

Recommendation No. 8:

We recommend: That the Nutrition Communications Council take as one of its prime purposes the seeking out of nutritional information from qualified sources and its dissemination (by request or on its own initiative) to writers, editors, and others who are in a position to spread it further. Additionally, the Council should call to the attention of editors and writers of all media any misleading information they may have inadvertently used, not only to correct the erroneous idea, if possible, but to encourage the use of the Council or other suitable source for future accurate guidance.

Recommendation No. 9:

We recommend: That properly qualified public health and nutrition people program a periodic checkup on overall national nutritional status. That they set down, with priorities, a limited list of objectives that hopefully can be achieved in the reasonably near future and where there is likelihood that interim progress can be measured. We think of such possible objectives as the elimination of goiter, iron-deficiency anemia, or rickets.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A–5: Promotion and Advertising

We suggest that food advertisers devote 15 percent of their advertising budgets for public service nutritional advertising.

We urge an investigation of advertising costs to determine feasible ways of lowering the costs of food.

TASK FORCE ACTION STATEMENT

INTRODUCTION

In opening the White House Conference on Food, Nutrition, and Health, President Nixon said: "This meeting sets the seal of urgency on the National commitment to put an end to hunger and malnutrition due to poverty in America." We who have come here are already firmly dedicated to that goal. The President said: "Our job is to get resources to people in need, and then to let them run their own lives." He did not provide any new or meaningful program by which this can be accomplished. Obviously, he wanted us to do this, and intended that we should do so. To paraphrase the President, we "not only accept the responsibility, (we) claim the responsibility." Therefore, the combined Task Forces on Voluntary Action by Women, Consumers, Religious Organizations, Community Organizations, Health Organizations, Faculty and Students, and Organized Labor,[1] present the following action priority program:

I. A NATIONAL EMERGENCY

There is a hunger and malnutrition emergency in this country today. Therefore the President must immediately declare that a national hunger emergency exists, and under existing authority must now free funds and implement programs to feed all hungry Americans this winter.

II. GUARANTEED ADEQUATE INCOME

The overriding remedy for hunger and malnutrition is a minimum guaranteed adequate cash income with a floor of $5,500 annually (for a family of four). The Government must also guarantee a meaningful job with a living wage to those who can work, elevation of wages, and benefits to those presently underemployed, the "adequate income" to those unable to work or find employment, and maximization of the purchasing power of the food dollar for all.

III. INTERIM FOOD PROGRAMS

As interim measures only, present food programs must be reformed and expanded immediately in order to assure truly adequate benefits and participation by all who need them in all parts of the country.

IV. UNIVERSAL SCHOOL FOOD PROGRAMS

A national free lunch and breakfast program must be made immediately available to all children, through secondary school and regardless of income, that will provide at least two-thirds of the minimal requirements of the recommended dietary allowance, while respecting cultural food preferances.

V. RUNNING THE PROGRAMS

All administrative responsibilities for all hunger relief and nutrition programs must be shifted from the U.S. Department of Agriculture to the U.S. Department of Health, Education, and Welfare, with corresponding shifts in congressional committee responsibilities. The recipients of these programs must have responsibility for local administration of the programs under standards determined at the Federal level.

To put these priorities into action requires the following:

I. A NATIONAL EMERGENCY

This Nation today faces a national hunger and malnutrition emergency. This emergency situation requires emergency action.

While we initiate long-term programs to eliminate hunger in America, action must be taken immediately to deliver food now to the millions of Americans whose chronic malnutrition the Nation can no longer tolerate. Only within the context of adequate food now can a program of nutrition education for all Americans have meaning.

We therefore call on the President to adopt immediately the following emergency program to feed hungry people this winter:

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[1] The AFL–CIO endorsed the policy statement in principal with no position on certain specifics.

The Alliance for Labor Action (ALA), including the United Auto Workers, the International Brotherhood of Teamsters, and the International Chemical Workers Union, endorses this statement as written.

(*a*) Invoke section 11 of the Disaster Relief Act of 1969 and like statutes in order to supply free food stamps to meet the needs of hungry people.

(*b*) Instruct the Secretary of Agriculture to immediately revise food stamp price schedules to provide free food stamps to families with an income of less than $100 per month (based on a family of four) and at a maximum cost of 20 percent of income.

(*c*) Instruct the U.S. Department of Agriculture to implement directly a food program in every county and town in the United States within the next 3 months using all available funds, including the customs receipt funds (sec. 32 funds).

(*d*) Actively support immediate passage and funding of the following essential legislation:

1. The Senate-passed Food Stamp Reform Bill (S. 2547).
2. A school lunch program reform which consists of the Talmadge school lunch bill, the McGovern amendments and the Javits proposals.
3. The Economic Opportunity Act, particularly its section on emergency hunger relief (sec. 301, title X), and without the Green-Quie type State-control amendments which will in effect destroy OEO.

(*e*) Instruct the Department of Agriculture to immediately require that all schools receiving Federal financial and commodity assistance for their lunch and breakfast programs provide free meals to all children whose families are receiving any type of public assistance.

Because each of these actions is either already authorized or embodied in pending legislation, action to meet this emergency can be taken within the next month.

II. GUARANTEED ADEQUATE INCOME

To implement this number one remedy to hunger and malnutrition, the following program is imperative:

(*a*) The adequate cash income presently at $5,500 annually for a family of four sets a floor. It should automatically follow the cost of living as defined by the low standard budget of the Bureau of Labor Statistics.

(*b*) Establishment of government careers in nutrition and allied health professions, in the war on pollution, in new rapid transit systems, and in connection with other private and public efforts to solve simultaneously social problems and unemployment problems. These suggestions alone should provide 2 million new jobs.

(*c*) Grants to encourage and support broadly based organizations of low-income citizens in local ownership and operation of such services as food production and distribution.

(*d*) Establishment of housing factories on the order of the automotive industry to serve the dual function of provision of low-cost housing and the provision of jobs as desirable wages. This involves creation of 750,000 to 1 million new jobs to produce 3 to 4 million housing units.

(*e*) Extension to all working people of the right to bargain collectively for wages, hours, and working conditions, including the right to strike or boycott when necessary.

(*f*) Extension of unemployment insurance coverage to working groups presently excluded, such coverage to be on the same terms and conditions as provided for other workers now covered.

(*g*) Improvement of the scope of social security laws with a 50-percent raise this year, so that the program provides a reasonable return on investment.

(*h*) Reform of certain pricing, packaging, promotion, and other food industry policies and practices which add unnecessarily to the cost of food. This cost inflation is unfair to every consumer and particularly disastrous to the poor. We need:

1. Price reduction through mandatory limitation of promotional and advertising expenditure and other means suggested in the Food Marketing Commission Report.
2. Mandatory price marking and posting which facilitates and simplifies price comparison.
3. Effective inspection and regulation to insure availability of safe nutritious food at fair prices and conditions of sale.

4. Mandatory processing, packaging, and labeling requirements to identify and preserve nutrient content and assure accurate and honest promotion.
5. Encouragement of retail distribution systems which take special account of the needs of the poor.
6. Labeling shall be multilingual in areas where this is appropriate.

(*I*) Establishment of a national prepaid health insurance program and new methods for the delivery of health care and extension of existing health programs to all States. The medicaid bill should be fully implemented by 1971.

The Task Forces feel that it is especially important to note that many of the above programs can be self-supporting and/or income-producing, and none will require appropriations higher than a fraction of the cost of the space program. Together they should create substantial new tax revenue (4 million jobs should produce an average increase of $5 billion a year in taxes), substantial increase in income through increased buying power, and a saving of $7 billion of funds misspent under the present public assistance programs.

III. INTERIM FAMILY FOOD PROGRAMS

None of the existing family food programs—food stamps, commodity distribution, emergency food and medical services—provides an adequate diet or permits the participation of all who have need. Major reforms and expansions are necessary to make sure that all people in need have access to an adequate diet until an adequate income becomes a reality.

As an interim measure only, the food stamp program must be altered so that it can become the primary vehicle for providing an adequate diet to those in need in all parts of the United States and its territories, and on Indian reservations. Free food stamps to those whose income is less than $100 a month (for a family of four), modification of the price schedule so that no recipient must pay more than 20 percent of his income for food stamps, national eligibility standards, self-certification, a coupon issuance to all recipients equal to the low-cost food plan of the U.S. Department of Agriculture, a several-fold expansion of the program—all are necessary to make the food stamp programs adequate. The commodity distribution program should no longer serve as a means of surplus disposal but should provide direct food aid adequate to a nutritious diet wherever necessary, fully respecting the ethnic and cultural preference of the recipients. Hunger programs of the Office of Economic Opportunity should also be expanded to supplement the above.

We must do the following:

(*A*) The President should support, and the House quickly approve, the Senate-passed food stamp bill. The program should be fully funded and fully implemented in all parts of the United States and its territories, including Indian reservations, before the end of this fiscal year.

(*B*) The Economic Opportunity Act Amendments of 1969, particularly the new section on emergency hunger relief (title 4, sec. 401—title X), should be quickly approved and fully funded by the Congress, without crippling amendments subjecting part or all of the programs to State and local government control.

(*C*) The Federal Government should immediately initiate food programs in the 321 counties still without them.

IV. UNIVERSAL SCHOOL FOOD PROGRAM

There must be established a national child feeding program which will make available at least two-thirds of the recommended dietary allowance. This is to be accomplished by implementing a free lunch and breakfast program for all preschool, elementary, and secondary schoolchildren.

To assure maximum participation in the program, the following steps should be taken:

(*A*) Nutritious food selected shall be consistent with the cultural preferences of the children to be fed.

(*B*) Funds shall be provided to enable schools, child care centers, and other participating groups lacking adequate facilities for food preparation, to obtain such facilities or to devise ways to provide meals by other means.

(*C*) Community groups shall be eligible to operate child feeding programs.

(*D*) Local poor residents must be trained for careers in nutritional planning and food preparation for employment in the program.

(*E*) Food provided at the schools shall be available at the choice of the children and their parents.

V. RUNNING THE PROGRAMS

There is a conflict of interest established in the Department of Agriculture in its dual role—primarily the advocate for the producers of food, and secondarily the distributor of food to the needy. Therefore, all programs relating to the provision of food, food services, food stamps, commodity distribution and nutrition services should be removed from the administrative jurisdiction of the Department of Agriculture and be established in the Department of Health, Education, and Welfare, whose primary concerns are the needs and well-being of the people these programs were created to assist. Within that Department, the provisions of food services of all kinds should be tied as closely as possible to the provision of overall comprehensive health care. We call on the President to use his Executive authority to initiate these changes.

To provide maximum coordination, congressional responsibilities for both funding and programing should be reassigned to coincide with the above administrative changes.

The provision of food services has too often been thwarted by lack of responsiveness at the State and local government levels. The poor should run their own programs. Maximum dignified participation by recipients is insured by transferring organizational and operational responsibilities to duly constituted, broad-based, local community organizations of the recipients themselves. Certification, review, and auditing must be done entirely at the Federal level to circumvent parochial political implications and to insure the protection of individual rights of those presently living in hunger and despair.

From all corners of this Nation we have come together out of a deep concern to end hunger in America now. We feel a heavy sense of obligation to follow through on our commitment and on the commitments of this Conference. We brought with us the diversity that is the American people and we believe there is need for ongoing active participation of all people in implementing the recommendations of this Conference.

Therefore, we call upon the organizers of this Conference to provide an effective continuing mechanism by which all of us who have this concern can contribute vigorous continuing leadership to ensure that this Conference produces action. Today is a beginning, not an end, of our commitment to end hunger in America.

And the appropriate beginning is Conference-wide adoption of the five points:

1. A national emergency.
2. Guaranteed adequate income.
3. Interim food programs.
4. Universal school food program.
5. Running the programs.

TASK FORCE REPORTS

Voluntary Action

B. WHAT CAN BE DONE BY COMMUNITY ACTION GROUPS?

TASK FORCE VI B-1: Voluntary Action Through Community Action

Chairman: Herman E. Gallegos, Executive Director, Southwest Council of La Raza, San Francisco, Calif.

Vice Chairman: John A. Morsell, Ph. D., Assistant Executive Secretary, National Association for the Advancement of Colored People, New York, N.Y.

TASK FORCE MEMBERS (PARTICIPATING ORGANIZATIONS AND REPRESENTATIVES)

American Bar Association: William W. Brackett, Chicago, Ill.

American Federation of Teachers: Carl Megel, legislative director, Washington, D.C.

American G.I. Forum: Hector Garcia, M.D., Corpus Christi, Tex.

American Legion: Eugene Hughes, Hermitage, Tenn.

American National Red Cross: Everett Golway, Washington, D.C.

American Public Welfare Association: William H. Robinson, Director, Illinois State Department of Registration and Education, Springfield, Ill.

American Veterans Committee: Lavell Merritt, Washington, D.C.

Appalachian Regional Commission: Howard Bray, Deputy Director, Washington, D.C.

Appalachian Volunteers: Nick Frasure, Harold, Ky.

Aspira of America: Gilbert Ortiz, M.D., New York, N.Y.

Association of Mexican-American Social Workers: Manuel de la Rosa, Director of the El Paso County General Assistance Agency, El Paso, Tex.

Black United Front: Lawrence Simpson, Kent, Ohio.

Boys' Clubs of America: Thomas Johns, M.D., Richmond, Va.

California Rural Legal Assistance: Marty Glick, San Francisco, Calif.

Center for Community Change: Richard W. Boone. Washington, D.C.

Chamber of Commerce of the United States: A. S. Yohalem, Senior Vice President and Director, CPC International, Inc., Englewood Cliffs, N.J.

Chicanos for La Causa: Juan Alvarez, Phoenix, Ariz.

Congress of Racial Equality (CORE): Victor Solomon, New York, N.Y.

CUNA International, Inc. (Association of Credit Unions): Harry Culbreth, Washington, D.C.

The Delta Foundation: Thelma Barnes, Greenville, Miss.

Delta Sigma Theta Sorority: Mrs. Hobart Taylor, Jr.. Washington, D.C.

Improved Benevolent and Protective Order of Elks of the World: William Rush, Director of Civil Liberties, Philadelphia, Pa.

Interstate Research Associates: Raul Yzaguirre, Director, Washington, D.C.

Kiwanis International: Lorin J. Badskey, Vice President, North Webster, Ind.

La Causa, Inc.: Armando Valdez, Oakland, Calif.

Leadership Conference on Civil Rights: Marvin Caplin, Director, Washington, D.C.

League of United Latin American Citizens: Abraham Ramirez, Treasurer, Bellaire, Tex.

Lions International: Justin Snyder, Manager, Activities Department, Chicago, Ill.

Medical Committee for Human Rights: T. G. G. Wilson, M.D., Executive Director, Philadelphia, Pa.

Mexican-American Community Programs Foundation: Tony Hernandez, Executive Director, Los Angeles, Calif.

Mexican-American Legal Defense and Educational Fund, Inc.: Rev. Henry Casso, Member, Board of Directors, San Antonio, Tex.

Mexican-American Opportunity Foundation: Dionicio Morales, Los Angeles, Calif.

Mexican-American Unity Council: William C. Valesquez, San Antonio, Tex.

Model Cities Director's Association: Paul R. Jones, president, Charlotte, N.C.

National Alliance of Businessmen: J. Hillman Zahn, Washington, D.C.

National Assembly for Social Policy and Development, Inc.: William G. Reidy, New York, N.Y.

National Association for the Advancement of Colored People: John A. Morsell, Ph. D., Assistant Executive

Director, New York, N.Y. (Also Vice Chairman of Task Force.)

National Association for Community Development: Charles Hughes, Chicago, Ill.

National Association of Manufacturers: Kieffer Davis, M.D., Medical Director, Phillips Petroleum Co., Bartlesville, Okla.

National Association of Social Workers: William F. Moynihan, Ph. D., Executive Director, Council of Community Services, Nashville, Tenn.

National Committee on the Education of Migrant Children: Mildred Jeffrey, Director, Community Relations, United Auto Workers, Detroit, Mich.

National Congress of American Indians: John Belindo, Washington, D.C.

National Congress of Parents and Teachers: Mrs. Leon Price, Dallas, Tex.

National Council of Young Men's Christian Associations: Marion Hamburg, School of Education, New York University, New York, N.Y.

National Council on the Aging: William C. Fitch, Washington, D.C.

National Federation of Settlements and Neighborhood Centers: Richard Granger, M.D., New Haven, Conn.

National Rural Electric Cooperatives Association: Paul Tidwell, Centerville, Tenn.

National Sharecroppers Fund: John L. S. Hollomon, M.D., New York, N.Y.

National Tenants Organization: Jesse Gray, chairman, Washington, D.C.

National Urban League: Betty Whaley, New York, N.Y.

National Welfare Rights Organization: Mrs. Johnnie Tillmon, Los Angeles, Calif.

New Jersey Puerto Rican Action Committee: Jesus Rodriquez, Camden, N.J.

Oil, Chemical and Atomic Workers International Union: Anthony Mazzocchi, Washington, D.C.

Planned Parenthood/World Population: Alan Guttmacher, New York, N.Y.

Puerto Rican Forum: Francisco Trilla, M.D., New York, N.Y.

South Texas Association of Community Organizations: Renaldo de la Cruz, Donna, Tex.

Southwest Council of La Raza: Herman E. Gallegos, Executive Director, San Francisco, Calif. (Also Chairman of Task Force.)

United Auto Workers: Andrew Brown, Director Retired Workers Department, Detroit, Mich.

United States Jaycees: George A. Schloegel, national vice president, Gulfport, Miss.

Urban Coalition: Leda Rothman, Washington, D.C.

COMMENTS OF TASK FORCE VI B–1

Voluntary Action Through Community Action

Comments of the Community Organizations Task Force will be found after the various Panel reports to which the comments are directed.

TASK FORCE VI B-2: Voluntary Action by Women

Honorary Chairman: Mrs. Richard M. Nixon.

Chairman: Patricia Jane Young (Mrs. Joseph H. Young), member, National Executive Committee, United Presbyterian Women, Scranton, Pa. Also leader for Hunger Workshops for the National Council of Negro Women.

Vice Chairman: Dorothy I. Height, Director, Office of Racial Justice, Young Women's Christian Association, New York, N.Y. President, National Council of Negro Women.

Task force members

Mrs. Amalia V. Betanzos, Executive Director, Puerto Rican Community Development Project, New York, N.Y.

Mrs. Unita Blackwell, Mississippi Program Coordinator, National Council of Negro Women, Mayersville, Miss.

Mrs. Yvonne Brathwaite, Member, California State Assembly, Los Angeles, Calif.

Dominga Coronado (Mrs. Gregorio Coronado), Past National Chairman, American G.I. Forum Auxiliary, Salt Lake City, Utah.

Frances L. Dawson (Mrs. Horace Dawson), Member, Illinois State Assembly, Evanston, Ill.

Margaret C. Dean (Mrs. Halsey A. Dean), food and nutrition consultant, American National Red Cross, Washington, D.C.

Eleanor Eaton, Assistant Secretary, Community Relations Division, American Friends Service Committee, Philadelphia, Pa.

Marie Folda (Mrs. Norman Folda), President, National Council of Catholic Women, Omaha, Nebr.

Sister Ann Ida Gannon, President, Mundelein College, Chicago, Ill.

Mrs. Meda Grant, rural foodstore owner, Grifton, N.C.

Mrs. Zi Graves, Member of Board, Council of the Southern Mountains (Berea, Ky.), Mt. Vernon, Ky.

Elizabeth L. Haselden (Mrs. Kyle Haselden), Vice President, Church Women United, Evanston, Ill.

Sarah W. Herbin, Director of Technical Assistance, Black Women's Community Development Foundation, Washington, D.C.

Naomi Huffman (Mrs. Charles M. Huffman), Vice President and Chairman of Special Committee on Child Nutrition, National Congress of Parents and Teachers, Hopkins, Minn.

Mrs. Walter Magee, President, General Federation of Women's Clubs, Washington, D.C.

Maya Miller (Mrs. Richard G. Miller), Chairman, Human Resources Committee, League of Women Voters of the United States, Carson City, Nev.

Esther Peterson (Mrs. Oliver A. Peterson), Legislative Representative, Amalgamated Clothing Workers of America, Washington, D.C. Former Assistant to the President for Consumer Affairs.

Katharine P. Riddle (Mrs. Charles Riddle), consultant, Human Resources Development Center, Morehead State University, Morehead, Ky.

Mildred Robbins (Mrs. Louis J. Robbins), Honorary President, National Council of Women of the United States, New York, N.Y.

Margaret J. Sordoni (Mrs. Andrew Sordoni), Forty Fort, Pa.

Mrs. Percy Tibbets, Sioux Indian and Codirector, Community Service Center, Rapid City, S. Dak.

Aurelia Toyer, Ph. D., Associate Director for Research, Bureau of Research and Program Resources, National Board, Young Women's Christian Association, New York, N.Y.

Osta Underwood, First Vice President and Program Chairman, National Federation of Business and Professional Women's Clubs, Inc., Nashville, Tenn.

Consultants

Marguerite I. Gilmore, Chief, Field Division, Women's Bureau, U.S. Department of Labor, Washington, D.C.

Mrs. Charlie Killian Swift, Liaison Officer, Office of Economic Opportunity, Washington, D.C.

REPORT BY TASK FORCE VI B-2

INTRODUCTION

The Task Force on Voluntary Action by Women regards the calling of a White House Conference on Food, Nutrition and Health by the President as an event of historical significance. By this action the President gave recognition to the magnitude of the problem of hunger and malnutrition in our Nation and challenged all citizens to direct and sustained action for the solution of this problem.

This Conference can prove to be the turning point in American life as we seek to equalize and share the benefits of our abundance among all people in the land. Surely a nation that has spent up to eight times as much on keeping food out of circulation as it has on food programs needs to rethink its priorities. We can no longer live in a nation "half stuffed and half starved." We commend the President for calling this conference.

We recognize that millions of Americans are living on no income or on incomes which prevent their getting enough to eat.

We recognize that without adequate incomes with which to purchase sufficient amounts of nutritious food, even the most informed individuals and families will be malnourished.

We recognize that all individuals and families from all segments of American life have a basic right to the kind of nutritionally adequate diet which is essential to good health.

Therefore, we affirm our commitment to the common hope of the Conference participants for the elimination of hunger and malnutrition. We believe that it is urgent to get food to the poor and hungry without delay. We pledge ourselves to increased personal involvement in efforts at solution. While the members of the Women's Task Force are integral parts of different organizations, we serve on this Task Force as individuals. We are committed to working through the many organizations of women, community groups, and coalitions, of which we individually may be a part, toward the achievement of the goals of this Conference. We will support the President and the Congress in forthright and direct moves clearly designed to assure adequate food assistance for the 5 million poorest Americans.

As we move in the direction of defining new national goals, the Task Force on Voluntary Action recommends that we emphasize the following:

> That there is a hunger and malnutrition emergency in this country today.
>
> That the system of national priorities needs to be changed.
>
> That an attack on hunger and malnutrition requires a major administrative thrust. A program to eliminate hunger must be a national commitment, not a local option sustained by the National Government. Only in this context can volunteer action bear fruit.
>
> That people are more important than programs. Since there are cultural, economic, and linguistic differences within this Nation, the programs must be geared to respect and cooperate with these differences.
>
> That a cash income means far more than adequate nutrition. It conveys dignity and self-respect, which have no price tag and yet all value.
>
> That the climate of national opinion toward recipients needs to be changed. No judgment of the impoverished is possible without consideration of the forces in society that produce poverty.
>
> That programs be directed to individual needs of people.
>
> That the food industry has a clear-cut obligation to further national goals of nutrition and health by subscribing to the highest standards in food quality and purity and in advertising and labeling.

The Women's Task Force is deeply impressed by the content and the spirit of the overall Panel recommendations. However, the procedures followed at some of the Panels have raised fears that the recommendations coming out of Panel sessions may not be fully reflected in the final report.

Since we regard this Conference as a historic breakthrough in the problem of hunger and malnutrition, we make the following recommendations in the hope that the continuing action program will be equally as significant.

RECOMMENDATIONS

The Task Force on Voluntary Action by Women rejoices that the President stated as his policy that the voluntary dedicated effort of this Conference will not "wither away in futility," but will result in action, not words. In fulfillment of this promise we request:

1. That the President declare a national hunger emergency and give active support to the other four recommendations adopted by the Conference at its closing session: a guaranteed adequate income, improved interim food programs, free school lunch and breakfast programs, and reformed administration of Federal food programs. (See "Task Force Action Statement" elsewhere in this report.)
2. That the President urge the Governors of all States and territories to hold State conferences on hunger and malnutrition, and include in these conferences the experience of those who attended the White House Conference and the diversity of participation that has been at the heart of this experience; e.g., Indians, Puerto Ricans, the Spanish speaking, blacks, Appalachians, those who are hungry, those who are poor, those of the health profession and those who produce and

provide food and nutrition education services.

Conscious and deliberate effort must be made to bring about a genuine encounter between and among all such participants.

3. That the President ask the Advertising Council of America to conduct an informative campaign about food programs similar to the campaigns to publicize VISTA, the Peace Corps, and others.
4. That the President make available sufficient funds from nonprogramed funds under his control to the eight citizen task forces he created to enable these task forces to have:
   - (*a*) An essential staff.
   - (*b*) Communication resources and facilities to open up and sustain the widest possible communication with individuals and groups across the country.
   - (*c*) Quarterly meetings for review, surveillance, and leadership.
   - (*d*) Continuing liaison with, assistance from, and input to the executive and other branches of the Federal Government.

As many of the recommendations of this Conference require legislative action, we call on all women's groups in America to:

1. Help create the climate of opinion that will make possible the public support necessary to passage of needed legislation.
2. Support specifically those measures that contribute to the achievement of the recommendations of the closing plenary session.

To assist with this process, we recommend that the Task Force on Voluntary Action by Women:

1. Prepare and distribute to these organizations an annotated list of pending legislation.
2. Develop a communications system to keep them informed of specific needs for legislative support.

WHAT WOMEN CAN DO

Our Task Force emphasizes again the fact that the real work of the Conference started the day the sessions ended. For those who have indicated that they want specific ideas, we have pulled together and list here suggestions and tools of implementing the Conference recommendations. The only measure of Conference success is in action. Our action, added to the actions of others, can influence the Nation.

In the face of a recognized state of national hunger emergency we must take both immediate and long-range action.

Immediately we must:

1. Become conversant with the total Conference report and its implications.
2. Talk individually with other people, especially those in disagreement, about the issues of the Conference.
3. Become knowledgeable about the nature and extent of need for food and adequate nutrition in our locality.
4. Dramatize the need and alert local communities to action possibilities.
5. Cooperate with local government in establishing priorities and procedures for feeding the hungry, wide distribution of food stamps, commodities, and so forth.
6. Enlist volunteers to help agencies to get food to the hungry as it becomes available from Government or private sources.
7. Promote the coordination of efforts toward a common goal of eradicating hunger, using the newly created awareness that hunger and malnutrition is the problem of all segments of society.
8. Put into full effect and use the program suggestions which your national organization may already have made on the problems of hunger and apply the findings of this Conference to the program areas.
9. Accept and look for every opportunity to speak to community groups, the press, and radio and television, especially national educational television.
10. Ask the Governor of your State to call a followup conference on hunger and malnutrition.

Long-range efforts to eradicate both hunger and malnutrition require us to:

1. Be supportive of the climate in which those with need can speak for themselves by:
   - (*a*) Eliciting support for community leadership that will involve individual

participation, and develop responsible indigenous decision-making machinery;

(*b*) Supporting a positive program to make sure that the poor do not pay more for food in stores in disadvantaged areas;

(*c*) Encouraging cooperative stores in disadvantaged areas.

2. Support efforts for bilingual, bicultural education where needed, including emphasis on the use of ethnic foods and recipes and current down-to-earth translation of educational materials.
3. Provide the kind of nutritional counsel and help which is requested by persons most affected by hunger.
4. Promote continuous ongoing programs of education in school and community which will insure consumption of foods which make for good nutrition.
5. Enlist the leadership of local nutritionist dietitians, home economists to help citizens discover and use the enriched and highly nutritious foods already available on grocery store shelves.
6. Provide operational space for pilot innovational approaches to feeding and education which will arise from concerted concern.
7. Establish workshops and forums for creating awareness, including persons who can tell it like it is from among those who are needy and those resource agencies ready to help (as an example, the coalition of 77 national organizations which held hunger workshops in 20 cities in the summer of 1969 whose report is available from the National Council of Negro Women).
8. Influence the decisionmakers through a citizens' lobby:

   (*a*) Individual women can form a telephone chain through which a large number of women can be kept informed on pending legislation (local, State, and Federal) and use their individual pressure by letter, telephone, political party, and vote (especially on present pending legislation affecting food programs).

   (*b*) Local women's groups can work with local governing bodies or apply pressure at local levels to reorder priorities and promote policy consistent with human need.

   (*c*) Women's groups can institute legislative programs aimed at implementation of the Conference recommendations.

   (*d*) Women's groups can extend their legislative know-how to other groups and appear before them to win their support.

   (*e*) Women's groups on the State level can study and act on State legislation essential to the implementation of the Conference recommendations.

9. Write articles for or see that articles get into the publications and newsletters of State and National organizations.
10. Continue to be informed about the needs and how they are being met, monitoring the continued implementation of changes called for by the Conference recommendations as well as watchdogging the operation of existing programs.
11. Recruit persons from disadvantaged areas for training in health professions.
12. Undergird, interpret, and encourage persons to participate in the comprehensive plans for health care which are emerging in many communities.
13. Encourage volunteers to take training as aides in nutrition education to extend the impact of efforts being initiated by State and local agencies.

We affirm in the words of one of our Task Force members that "Women can do whatever we really want to do when we want to do."

REFLECTIONS AND IMPRESSIONS

Cool people, cold people, verbose people, people upstaging other people, people strutting verbally, scared people, caring people, fighting people, and men and women. Forlorn women, women shouting, men shrugging, men talking, men explaining—more talkers than listeners. Our daily bread, but not theirs—their hunger but not ours. Scientific facts pouring from experts—flooding the rooms—drowning the uneducated. Some gentle men and listening men—and women trying, women prodding,

women pushing, women helping, women seeking, and finding answers and asking more and hoping—then more and more—some bad rips mended—some cruel truths spilled over nice talk—some dark facts exposed—More talk of bread—more talk of now—keen meaning from the meaners. Some feeling of turning on—and to each other—Humility seeping through the layers of indifference. Only a start—miles to go, years to work—Starting now—no excuses, no delays, no rationalizing—Their daily bread—now.

* * * * *

I believe the sense of urgency was reflected in the Conference and that while some may have come with doubts about the existence of hunger the results show it was a decision reached by the Conference * * *.

I agree that hungry people should be fed immediately and the cure and prevention of malnutrition should be a daily continuous process with awareness and recognition throughout every segment of our society. This I believe can only be accomplished through a positive approach and positive action and not through negative means and programs. * * * At this point we should recognize that there is no substitute for accurate knowledge and it would be best to admit it rather than distribute false information about the practical applications of the science, nutrition, within the coordinating science for good health of individuals.

* * * * *

Those people who work with the poor, and see the conditions under which they endure, and see that they do not get enough to eat, and see what happens when they do not get enough to eat, are serious. Those people who represent the poor are deadly serious.

Many persons were concerned with the lack of nutrition and the lack of knowledge of nutrition, but it came through loud and clear that poor people have to have money to buy food before they can be concerned about nutrition. How can I buy nutritious food when I don't have enough money to buy any food?

* * * * *

This committee in this Conference has been a warm seminar of learning. What we did learn in our group came from the participation of the poor. We could have met in typical efficient middle-class fashion, discussed the "needs of the poor and the hungry," come to some reasonable and politically feasible recommendations, decided and communicated what slots of activity of particular organizations we personally would fill, and gone home stimulated perhaps, bored perhaps, but not really moved to change * * *.

I could wish we had listened more, had spent more time hearing the frustrations from within our group. And I could wish we had more poor to teach us. What many would call disruptive forces in this Conference were really teaching forces. They are not the "enemy." They teach us the abusive nature of their despair. They are Americans who want to see America carry out its potential to deliver on its promises.

We are very far apart in this country and it is hard for us to hear * * *.

And we must keep learning from those who can teach us—the poor, the isolated, the discriminated-against, the left-behind.

Where we have let them teach us at this Conference we have learned.

* * * * *

I have felt torn between a desire for the Conference to maximize effectiveness and the need of the kind of drama that will emphasize the need for action * * *.

Ultimately the effects of this Conference must be manifested by Executive and Legislative Action * * *.

* * * * *

Many of the poor do not understand the processes of Congressional implementation, but to them the President is the one visible symbol of all and ultimate authority * * *.

Therefore, the pledges made by the President of the United States at the opening of this White House Conference are viewed with skeptical disbelief * * *.

One of the most apparent things in talking with invitees who had no involvement in the Panel studies or in the Task Force analyses is the lack of trust among and between segments of our people. It cannot be said too strongly—this was not confined to our poor invitees * * *.

The overwhelming message coming from the panels, from the task forces and from the attitudes was that where there is now hunger; there must, without delay, be food.

* * * * *

I'm an agenda person—slow up—you're blowing my mind.

* * * * *

I was very much aware how all, from President Nixon and Dr. Mayer on down, seemed to desire the voice of the minorities * * *.

It is my hope that some provision will be made for an on-going follow-up program. So many fine recommendations were given to implement in solving the problem brought before the Nation. It is my hope that provision will be made so we do not lose the leadership we have at the helm now * * *.

I do hope you won't get the impression that I thought everything went along "hunky-dory" and that everything is on the "up and up." But a tiny step forward has been taken and I hope we don't stop walking forward.

* * * * *

During this Conference I have seen the well-educated and affluent sit side by side with an impoverished uneducated white, brown, red and black, and each of them go their separate ways after discussing the issues, each feeling he had either changed his own views or changed his companion's ways of thinking.

I've also seen the opposite, where the low-income or welfare receipient left a meeting with more frustration than ever—knowing he had spoken but not been heard. The man with an education and money in his pocket leaves with the smug look of, "I really put him in his place."—which place was a corner where he is forced to fight his way out of, whether it be by fair or foul ways. Personally I have learned there is no set way to win. Sometimes an explosion of anger can arouse the lethargic reasoning of someone. Another time a calm voice will be very effectual. Sometimes it is compromise, another time the standing very firm, right or wrong, will turn the tide.

More than everything else I believe I discovered more fear in people at this Conference than I ever realized was there before.

There was fear of not getting peacefully what was being asked for. Fear of some that their financial security would be in danger. Fear of some that it takes drastic means to get the point across that something has to be done about hunger. Fear of the rest that this was going to happen anyway. This fear was a thing felt, not mentioned.

This rubbing of shoulders and eating together of people a world apart, as far as living conditions are, and working on a common cause of feeding people so they could live better, had to be a leavening process.

How to get the food to the hollow?

* * * * *

There was voiced a strong feeling of discontent over the fact that only the constituted groups, Task Forces and Panels, had entry into any recognized plenary session, had a means of gaining the simultaneous ear of the Conference. Thus, for instance, the Appalachian caucus, small in number and weak in voice, had no accepted vehicle of gaining recognition of their particular needs and requests * * *.

People talked together who never had talked together before.

I felt more comfortable in the really informal caucuses coming to grips with live issues than with my proper structured professional friends. I realize that I am still anxious about how to follow up with and confront these latter structures.

These days have helped me to feel confidence to say what I need to say and risk being shot down.

* * * * *

There were men who were moved, too, and changed, with new insights.

* * * * *

There's a problem with conferences. Not everyone feels free to speak within the structures of white middle-class structure. We need to use some of the experimenting techniques of communication. We need to train leaders in new group dynamics.

* * * * *

We women were afraid when we came. Many wanted to go home because of the threat of demonstrations. I had to work with our women to keep them. Some of their husbands called, afraid. I had to work with our men to keep them in the Conference.

After all that working, I wanted to go home. I learned in our caucuses. I hadn't known before that I was middle-aged and old. Now I know more what my role was.

* * * * *

It was all parliamentary rules in my section. I didn't know what they meant. I tried to speak once, and they took the microphone away from me—something about the rules of order, I don't understand.

* * * * *

Some of the most important things went on in the lobbies. Our culture's not a Conference culture. Why must we always be inside the Conference? * * * We did not get all the input we wanted—we were a very small group of Puerto Ricans—we haven't heard, "There's going to be food on this table before Christmas." But we've gotten lots more than we thought we'd get.

* * * * *

I learned a lot of technical facts that will be useful—that the Japanese, for instance, grew four inches in height in one generation—but I don't think the Conference carried any dramatic impact to the people of this country * * *. I don't think people did hear * * *. I really question that there will be action.

* * * * *

We need statistics to explain to people at home how the Bureau of Labor Statistics, for instance, comes by its figures for the minimum standard of living. It gets them by pricing things in the community itself—the lowest clothing costs, rental housing at the lowest level (two bedrooms, one bath), overcoat of the cheapest kind every three years, an eight year-old used car for the family that needs transportation to work—that kind of statistic. That helps us understand the $5500 figure.

* * * * *

I've gone to a lot of conferences * * * I keep hoping that something will happen. This is the second White House Conference. I've never been in a Task Force before. I've worked with men and women both out of the state of Mississippi. But this being on a Women's Task Force—you feel kind of comfortable with women. You get your strength up to go out with the men. Another learning process: I've worked with white people since 1964—you get to be more honest—you learn to speak straight out, not just be polite * * * Many people back in Mississippi think this Conference is just going to be a showcase. When you get home they'll want to know, Is there going to be any more food—or is this another hoax?

You have to learn how to deal with yourself. You can sit next to people in meetings and not be afraid to make suggestions and deal with the real issues. I don't trust Nixon. Now, I'm just speaking straight out and being honest, but this is my feeling. I think he's afraid he invited the wrong people to the Conference because of that little ruckus the other day. Because he wanted this to be a comfortable Conference. I hope he takes a good look at it and sees that he has done a good thing.

In caucuses you really speak out and you know how you feel. We have black caucuses wherever we go. It's getting to be "the thing." When they seal themselves together in a caucus they feel more secure. We are living now in some of the most insecure times that have ever happened.

Now, about this business of worrying about how to get the food to the poor people, and not getting the food because they don't know how to get it delivered, that's no problem at all. When Camille hit Mississippi, red tape was cut right now and things moved just like that—but that was when the white man said it should happen.

Another thing—we need to get some value back into this country. There's no generation gap; all the children want to do is believe what you say. Both white kids and black kids, the same. We are so suspicious of one another. Your staff, the office, everybody—you can just cut it.

We've got to get some value into children's lives. Our values in this country have just done got too tied around the dollar, paper work, procedures, agendas. Our agenda is Humanity.

* * * * * * *

Out of all walks of life we came, to get rid of this hunger in our land. I just hope the flow of food will begin to come to the people who need it.

* * * * * * *

I felt the role of the Task Force was an expression of the new womanliness. This could be an historic turning point in the way women look at themselves. Having felt limited to a specific personal role—the nurture of the family—they now find themselves speaking for the nurturing of society. The walls of political limitation have come tumbling down. I don't feel so alone any more.

I wish that young women of college age could have witnessed this functioning at this time when they are struggling with their own roles.

* * * * * * *

When the final plenary session was adjourned, when the distressed and radical group stayed on pleading for others to stay on with them "until the President declares an emergency," Mrs. Robbins spoke to Mrs. Mayer who was lingering and watching. Mrs. Robbins expressed her regret at this way it was ending, and Mrs. Mayer responded, "But they have been hungry so long."

* * * * * * *

TASK FORCE VI B–3: Voluntary Action by Students and Faculty in Colleges and Universities

Student Chairman: Gregory Fischer, St. Louis University School of Medicine, St. Louis, Mo.

Task force members

John R. Beaton, Ph. D., Dean, College of Human Biology, University of Wisconsin, Green Bay, Wis.

Mark Bedner, University of Kansas, 1970, Lawrence, Kans.

Michael Benson, Wesleyan University, Middletown, Conn.

Lawrence L. Boger, Ph. D., Dean, College of Agriculture and Natural Resources, Michigan State University, East Lansing, Mich.

Sally Cohenour, graduate student in nutrition, University of California at Berkeley, Berkeley, Calif.

Martin Fischbein, Antioch College, 1971, Yellow Springs, Ohio.

Steven Fleckman, University of Texas, 1971, Austin, Tex.

Janice Glover, Cornell University, Ithaca, N.Y.

William V. Hahn, University of Washington School of Medicine, 1972, Seattle, Wash.

Anita Johnson, Boston University Law School, 1971, Cambridge, Mass.

Winthrop D. Jordan, Ph. D., Dean for Minority Groups and Associate Professor of History, University of California at Berkeley, Berkeley, Calif.

Columbus Keepler, Miles College, 1972, Birmingham, Ala.

Roberto Martinez, University of Arizona, Tempe, Ariz.

Olaf Mickelson, Ph. D., Professor of Biochemistry and Nutrition, Department of Foods and Nutrition, Michigan State University, East Lansing, Mich.

R. Eric Moore, Ohio State University School of Law, 1971, Columbus, Ohio.

Charles Palmer, President, National Student Association, Washington, D.C.

Chase N. Peterson, M.D., Dean of Admissions and Financial Aid, Harvard College, Cambridge, Mass.

Calvin H. Plimpton, M.D., President, Amherst College, Amherst, Mass.

Ronald Pollack, staff attorney, Columbia Center on Social Welfare Policy and Law, Columbia University, New York, N.Y.

Jean Quan, University of California at Berkeley, 1971, Berkeley, Calif.

Franklin Raines, Harvard College, 1971, Cambridge, Mass.

Fred Rutledge, Miles College, 1971, Birmingham, Ala.

John R. Silber, Ph. D., Dean, College of Arts and Sciences, University of Texas, Austin, Tex.

Kate Wenner, Radcliffe College, 1970, Cambridge, Mass.

Renee Yuen, Smith College, 1970, Northampton, Mass.

Consultants

Maureen Finch, Occidental College, 1972, Los Angeles, Calif.

Andre Mayer, Harvard University, 1970, Boston, Mass.

Michael R. McGarvey, M.D., Special Assistant to the Administrator for Youth Affairs, Health Services and Mental Health Administration, U.S. Department of Health, Education, and Welfare, Washington, D.C.

STATEMENT OF TASK FORCE VI B–3

Every American has the right to adequate food, health care and nutrition, and to receive these needs without compromise to his dignity. As adequate food is a right, it is the duty of Government to insure that it is provided.

These rights can no longer be denied.

Therefore, the student-faculty caucus believes that the following proposals are of utmost urgency and crucial to ending hunger in America:

1. Emergency Aid

We endorse the proposal of the joint Task Forces in calling for immediate measures to combat the hunger emergency in this Nation. We strongly emphasize the urgency of meeting the needs of children.

2. Guaranteed Adequate Income

Poverty is the main cause of hunger; therefore, we must address ourselves to the problem of redistributing the Nation's wealth. Programs toward this end must be based on dignity and equality.

We strongly urge:

> Immediate implementation of a family maintenance program with a floor of at least $5,500 for a family of four. Such a program must include:

1. A system of self-certification.
2. Flexibility regarding both rise in cost of living and State and regional variations in cost of living.
3. A phasing out of all food stamp and commodity programs to be replaced entirely by income maintenance.

The figure of $5,500 as a floor for such a pro-ram is based on the figures of the Bureau of abor Statistics and the newly published Heine-ian Commission. Their figures and the estima-ions of Panel V–3 of this conference indicate that 5,500 is the minimal amount necessary to feed family adequately while still meeting other ecessities.

We are well aware of the high costs of such a rogram relative to existing programs aimed at nding hunger, but we firmly believe that nothing hort of this can begin to deal adequately with he problem of hunger in America.

3. CHILD FEEDING

There shall be no hungry child in America by 972.

Ve recommend:

1. That by 1972, each child in public, private, and parochial schools, day care centers, Headstart programs, and indigenous community groups and organizations, shall receive breakfast and lunch free of charge. These meals should provide two-thirds of their daily nutritional needs. Evening meals and two meals daily during vacations shall be provided wherever and whenever the need for them is present. The Federal Government should contract with indigenous community groups and private industry to develop a variety of delivery systems for implementing this proposal.
2. That by 1972, mobile health, educational, and feeding units developed by contract with indigenous community groups and private industry, shall provide health service, nutritional education, and two-thirds of the daily nutritional requirements for pregnant and nursing mothers and for children not reached through the aforementioned programs.

   The family maintenance program, funded at the $5,500 minimum for a family of four, will not provide adequate medical care and nutrition instruction for all pregnant and nursing mothers. For these women and for their unborn or newly born children, carefully controlled nutrition is an essential part of medical care. Mobile units in urban and rural communities will insure the delivery of this medical care and food.
3. That, if by 1976, the family maintenance program has succeeded in making any or all of the above-mentioned programs superfluous, redundant programs are to be phased out. No program shall be eliminated, however, until its redundancy has been clearly established through consultation with the users.

4. CONSUMER PROTECTION

We find the present state of consumer education and protection in this country to be deplorable. Therefore, we make the following proposals in order that the consumer may rely on the wholesomeness of the food he buys:

1. All substances added to food should be adequately shown through scientific procedures to be safe in the long, as well as short term. This includes foods now on the generally recognized as safe list.
2. The Delaney clause should be retained and expanded to include teratogenic and mutagenic substances.
3. An easy to understand labeling system should be instituted which identifies all food product ingredients and their percentage composition. Clear date coding should be required on all meat, milk, and bakery products. Regulations should allow cholesterol labeling.
4. Statutes should demand full divulgence of information about food product components to a government examining agency.
5. New foods should be equal in nutritional value to their traditional counterparts, and priced coincident with their product cost.
6. A government food-testing bureau independent of the regulatory agency and industry should conduct all foods safety tests. Tests should establish food product safety in: (1) Individual foods, (2) the total diet, and (3) in combination with pollutants, such as pesticides. FDA should then be empowered to regulate individual foods on the basis of their potential hazard in the total diet, and not just on toxic effects of a single food.

5. ENFORCEMENT

Promised and provisions of antipoverty legislation have not been met or enforced. Such legislation is meaningless and new legislation will also be meaningless unless efforts to monitor its implementation are vigorous and effective.

We strongly recommend: That an effective monitoring system be established to insure administrative enforcement and, if necessary, legal enforcement of existing and new legislation in this field. Administrative enforcement should be faciliated by making local and State conformity to the intent of Congress in matters covered by legislation on nutrition a condition of eligibility for receiving Federal aid of any other kind.

The Student-Faculty caucus submits the above as top priorities. We believe that their consideration should be the focus of this Conference and we seek to join with others sharing our viewpoints in putting forth these proposals.

While points 1, 2, 3, and 5 have been embodied in the Task Force Action Statement, which we support, we urge point 4, Consumer Protection, to be given equal attention by the President.

TASK FORCE VI B-4: Voluntary Action by Religious Organizations

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REPORT OF TASK FORCE VI B-4

PREAMBLE

The continued existence of poverty-caused hunger and malnutrition in this land is a national shame and a moral wrong. It must not be permitted to persist.

We have for too long passed by on the other side of hunger and malnutrition. We have blinded our eyes and deafened our ears. But the comfort of ignorance can no longer justify our indifference. We know hunger to be wrong. We must act.

While we must not forget that hunger is a world problem, and that population control must play a major role in its solution, our concern is to begin to heal the divisions in our society by righting its injustices.

The claim of the poor man to the right to a full humanity is as just as the claim of his more wealthy neighbor. The just society must sanction and uphold that claim. Our traditions hold no moral solace for societies that fail to seek justice. The Book of Proverbs says: "He that giveth unto the poor shall not lack, but he that hideth his eyes shall have many a curse."

The curses that afflict our society stem not from hunger and malnutrition but from our own irresponsible indifference.

White House conferences are too often noted for lofty rhetoric and limited action. We cannot permit this to happen in this case while people still hunger. The Conference adopted, in plenary session, a strong statement of priorities, the "Task Force Action Statement." We helped draft that statement. We approve of its substance. We will work on behalf of the priorities outlined therein. To do this we will maintain communication with one another, work individually and collectively to organize the religious communities for action, carefully monitor the actions of the President and the Congress, and do whatever else is necessary to see that this Conference leads rapidly to an end to poverty-caused hunger and malnutrition in this country.

PRINCIPLES AND GUIDELINES

The Religious Action Task Force has formulated 10 principles and guidelines as a basis for involvement with this issue. The Task Force commends these guidelines to the use of all similarly concerned.

The guidelines are as follows:

1. The major focus of our attention, our chief priority, should be to overcome hunger and malnutrition among the poor now.

2. It is not a shortage of national resources that stands in the way of eliminating poverty-caused hunger and malnutrition; it is a matter of will and of misdirection and misuse of those resources.

3. The elimination of poverty-caused hunger and malnutrition is a responsibility of the whole of society. The Federal Government is the primary instrumentality to be used for this purpose.

4. The primary cause of hunger and malnutrition among the poor is not ignorance or miseducation, but poverty.

5. Immediate national programs to eliminate poverty-caused hunger and malnutrition are needed, and must not be delayed for further studies, surveys, or investigations, however valuable these may be in themselves.

6. Any program for the elimination of poverty-caused hunger and malnutrition should respect and enhance the dignity of the participants by maximizing the choices available to them. For this reason, the best method for eliminating hunger is an adequate system of cash income maintenance, achieved through guaranteed employment, direct support, or some other means. The family income goal in such programs should be the low standard budget of the Bureau of Labor Statistics (in 1969 approximately $5,500 per year for a family of four). Programs that control and limit the choices available to the participant cannot be justified except as emergency interim measures. Food and income programs should honor the right of all persons to make their own decisions about how to use their resources. As the President said on December 2: "Our job is to get resources to people in need, and then to let them run their own lives."

7. The consumer has an absolute right to full disclosure and easy availability of all facts about his food, particularly those which relate to nutrition, health, and safety. Consumer confidence in such disclosures depends upon the credibility of the information made available, a credibility which the food industry has a moral responsibility to establish. To assure this credibility, both the consumer and the ethical businessman have a strong interest in seeing that standards to this end are set and enforced by government.

8. The interests of consumers should be the primary concern of governmental action, both legislative and administrative, to provide and enforce standards of quality, safety, and nutrition in the food industry.

9. Consumer representatives, including the poor, should be members of all bodies, both governmental and nongovernmental, involved in the making of policy or the implementation of programs aimed at overcoming hunger and malnutrition.

10. While reaffirming the above guidelines that poverty, not ignorance, is the primary cause of

hunger and malnutrition among the poor and that national programs to provide the means for the purchase of food are needed now, the Task Force does not wish to deny that, in the long run, programs of nutrition education for the whole society are essential. We emphasize, however, that such programs should not make inroads upon the funds and resources available for food programs.

RECOMMENDATIONS TO THE RELIGIOUS COMMUNITIES

The Task Force also formulated several recommendations on what the religious communities can do on the issue of hunger and malnutrition. They are general in nature.

We recommend:

1. That the chief task of the religious communities with regard to hunger and malnutrition is to organize our constituencies to exert their influence on shifting this Nation's priorities toward the elimination of poverty-caused hunger and malnutrition now. The influence of the religious communities must be brought to bear both on the legislative process in the creation of new programs and the reform and expansion of present ones, and on the implementation of the programs at all levels of government.
2. That the religious communities also, should use their creative imagination to devise hunger programs of their own. Existing facilities can often be adapted for food programs; personnel can be made available; funds can be sought. The religious communities can, in addition, participate in government food programs wherever possible. In all these programs, the religious communities should make sure:
    - (*a*) That indigenous people participate in the planning of all social welfare programs intended to affect them.
    - (*b*) That no such program interferes with the independence of the poor to determine their own destinies.
3. That the religious communities should be intimately involved in transforming popular attitudes and arousing public concern about poverty and hunger.
4. That religious institutions should make available a certain percentage of their staff to work on hunger and malnutrition as a priority issue, both in social action and social welfare.

In specific response to the needs and recommendations enunciated by the White House Conference, we call upon all religious communities to undertake immediately the mobilization of their constituencies and resources. We offer the following as possible actions toward which these resources may be directed:

All members should be advised through all available channels of the dimensions of the problems to which this Conference has addressed itself and of the immediate and long-term solutions which it has recommended.

An extensive education and action program should be undertaken to utilize the influence of the religious community in moving the Federal Government to fulfill its responsibilities toward the poor and malnourished.

Coordinated ecumenical efforts at the local level should be undertaken immediately:

1. To support national remedies to the problems identified by this Conference.
2. To address the problem of hunger locally by determining the extent of local need and mobilizing resources to meet that need.
3. To investigate in detail the administration and effectiveness of Federal food delivery programs at the local level.
4. To participate in the administration of these programs where such involvement may be required to make these programs effective.

TASK FORCE VI B-5: Voluntary Action by Consumers

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REPORT OF TASK FORCE VI B-5

PREFACE

The Consumer Task Force heartily applauds the calling of the White House Conference on Food, Nutrition, and Health to focus national attention on the problem of hunger and malnutrition in America.

This Task Force had reservations about the results that might be exepcted from the Conference stemming from questions about timing, structure, and representation—especially the skimpy representation of consumers and the poor on the technical panels. We still regret these circumstances. However, we are gratified at the near unanimity of concern manifested by the various groups comprising the Conference in spite of differences that may still exist about details and methods of implementation.

The Consumer Task Force, at one of its preconference meetings, resolved that a state of urgency existed in America with respect to hunger and malnutrition, appealed for the proclamation of a state of emergency, and asked for the prompt implementation of several concrete actions much like those eventually adopted at the plenary session by the entire Conference membership. The thrust of these top priority proposals was: End hunger now.

We completely endorse the Task Force Action Statement adopted at the plenary session.

The Task Force recognizes the need for confronting and settling many other problems with respect to food—problems of grave consequence to all American consumers. These problems involve education, research, production, promotion, regulation. The earnest attention given these matters at this Conference must not be permitted to wane. Goals and guidelines proposed by the Consumer Task Force and critical comments on proposals made by other Panels follow.

PRIORITIES

The priorities suggested here presuppose and complement those contained in the Action Statement adopted by the Conference.

Lower food prices.—Recent inflation has caused great injury to both low- and moderate-income families. In many inner city areas, the proportion of family income spent for food exceeds the proportion spent in undeveloped countries. The high cost of food, and resulting malnutrition, is a burden on both the low-income family and the taxpayer. We bear increased welfare costs, increased health service costs, reduced learning ability a damaging effect on employability, and increased delinquency. High costs and poor quality of foods have been an important factor in the riots and discontent of the past decade.

One of the most significant ways by which food industry costs and retail food prices must be lowered, however, is the reduction of expenditures for promotion. Where meaningless product differences exist, advertising designed to sway consumers' purchases toward one seller's product or service rather than another's has little value to consumers, but makes up most of the $2 billion spent by the food industry on advertising in 1968. Retailers' expenditures on trading stamps, games, prizes, and other things are also large and increase the food bill. Banning the use of chances, games, and prizes in connection with the sale of food, in addition to eliminating fraud and deception involved therein, would reduce food prices and enable consumers to obtain more satisfaction for their money.

The goal is to lower food prices by reducing forms of promotion that have little to do with nutrition or other food values supplied to consumers.

2. *Improved governmental structure and operation.*

(*a*) In developing national food and nutrition policy, we support greatly strengthened representation of the consumer—and especially the low-income and minority group consumer—in government, at agency hearings, and on advisory committees. We deplore any weakening of the public hearing process. We support a special agency of government to perform this representation function.

(*b*) More money should be given to Federal agencies to strengthen their food protection activities, particularly inspection, labeling, and the improvement of food standards. However, the work of such agencies should be evaluated by an independent outside group with strong consumer orientation.

(*c*) The President suggested in his consumer message that all government agencies should "give due consideration" to the consumer's interest. In accordance with that suggestion, the President should, by Executive order, direct all agencies to respond in the Federal Register, within 90 days after the transmittal of the Conference report, to all final recommendations and minority reports within their purview. All answers must include descriptions of specific plans for implementing the recommendations or explanation for the rejection thereof. We specifically mean to exclude further study by another executive committee.

(*d*) We recommend a program of Federal grants and technical aid to State and local authorities, sufficient to implement a nutrition policy, to improve food and health inspection, and to strengthen weights and measures enforcement at State and local levels. We support the elimination of overlapping inspection and other duplication of services where consumer protection is not weakened.

(*e*) We recognize the need for greatly increased coordination of Federal programs in nutrition education. State and local agencies should also be enlarged to carry out the recommendations of this Conference for expanded community nutrition education, particularly among low-income consumers. We prefer that this teaching be done by existing organizations and agencies utilizing multiservice and day care centers rather than through the establishment of especially created area nutrition centers. Community or health service aides should receive training in nutrition under competent professional direction. These requirements emphasize the need for major expansion in advanced academic nutrition teaching. Simultaneously, expansion of nutrition education should be included in elementary and secondary schools through integration into existing curriculums.

(*f*) The President in his consumer message suggested that the Government ought to release information it has collected about products it purchases. In the spirit of that suggestion, the President, by Executive Order, should immediately make public all product evaluation data now in the hands of and generated by executive agencies, whether compiled for purposes of Government purchase or not. Specifically, we urge disclosure by the Defense Department, Veterans Administration, General Services Administration, Department of Agriculture, and Food and Drug Administration.

The President, by Executive Order, should also direct all executive agencies to make available to all members of the consumer public all information in their possession which is related to food, nutrition, or health, excepting only that which is restricted for reasons of national security.

(*g*) We urge speedy implementation of the President's suggested Consumer Federal Register.

3. *Mandatory grading and informative labeling*, to give consumers objective indicators of quality and nutritional value, must be achieved. This includes:

(*a*) Universal A–B–C grading system, based on consumer needs, to replace present confusion caused by different grading systems for different products.

(*b*) Labeling of packaged foods with package date, recommended storage conditions, and expiration date where nutritional quality is affected.

(*c*) Immediate adoption of the Association of Food and Drug Officials of the United States (AFDOUS) code for frozen food into Federal legislation.

(*d*) Development of methods of labeling nutritional information and preparation of Federal guidelines for such labeling.

(*e*) Incorporation of minimum levels of nutrition into standards of identity.

(*f*) For processed foods, labeling of the percentage content of ingredients, listing ingredients in descending order of importance.

(*g*) On new and substitute foods, we deplore any misrepresentation through misleading names or labels or simulative packaging.

4. *Consumer cooperatives.*—Several Conference panels recognize the part consumer cooperative development could and should play in improved distribution of consumer goods and services in the inner city. We realize, too, that the end result would be enterprises owned and controlled by the people who use their services; this is one of the deeply felt desires of many inner city residents who have, so far, been left out of the American mainstream.

We recognize there is nothing more cruel than to hold out hope of success without realistic provision of the tools needed for survival. A success pattern has already been developed in our rural areas, and only requires adaptation. We therefore urge the President and the Congress to—

(*a*) Enact enabling legislation for a bank for consumer cooperatives, with representatives of established cooperatives and of community action groups on its board.

(*b*) Appropriate funds for initial bank capital and for an initial revolving loan fund.

(*c*) Provide grants for technical assistance, development of materials, exploration of new distributive methods, and audit supervision.

(*d*) Authorize below-market interest rates, plus grants for insurance, job training, management development, and community organization, for that portion of any consumer cooperative enterprise located within defined inner-city areas.

As an emergency measure, this Task Force wishes to encourage State and city government agencies to consider immediate experimentation with food cooperatives—utilizing new building technology such as prefabricated shells—in high-density areas of inner cities. One alternative may be cooperatives that handle a limited number of traditional and basic fortified foods, which could be organized much more quickly than full markets. Another alternative may be direct-charge supply depots.

5. Nutritional quackery constitutes the largest single component of health quackery, propagandized through television, radio, magazines, newspapers, door-to-door salesmen, and health food stores. A nutrition education campaign to awaken the public should seek to foster sound nutritional habits. We should also explicitly seek to counter nutritional nonsense by statutory prohibitions.

6. As a long-range goal, the consumers' needs for health services, education, family planning, transportation, and housing must be interlocked with a national policy on food and nutrition.

IN CONCLUSION

1. Public policy will at times demand emergency action. The real solution of the hunger problem requires major changes in the supply, processing, and distribution of food and a major effort at consumer education. Major indications of good will on the part of industry and government will be necessary if the Conference recommendations for change are to result in effective action.

2. To meet the present hunger emergency, the Nation must respond with a substantial increase in funds spent on domestic social problems.

3. To insure maximum effectiveness of this commitment, a strong, vigorous, organized consumer movement is mandatory.

4. Consumer groups must work on many fronts in an effort to develop better legislation, more effective administration, stronger consumer education, and local direct action programs.

COMMENTS ON PANEL REPORTS

The Consumer Task Force reviewed the preliminary reports of all 26 panels. Members of the Task Force attended most of the Panel workshops during the Conference, and they found many constructive and some innovative proposals. Our comments on recommendations which we feel should be modified follow the reports of the panels to which they apply.

C. WHAT CAN BE DONE BY LEADERS IN HEALTH AND AGRICULTURE AND STATE AND LOCAL GOVERNMENTS?

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REPORT OF TASK FORCE VI C–1

RECOMMENDATIONS RELATED TO TASK FORCE ACTION STATEMENT

I. A National Emergency

We ask the President to declare that a national hunger emergency exists. We recommend that the Federal Government through its National, State, and local resources take immediate action to make nutritionally adequate foods available to all disadvantaged individuals and families in this country.

II. Guaranteed Annual Income

We support the President's approach to welfare reform but feel that the level of financial support needs to be much higher in order to be adequate for family maintenance.

III. Interim Food Programs

As interim measures only, present food programs must be reformed and expanded immediately in order to assure truly adequate benefits and participation by all who need them in all parts of the country.

IV. Universal School Food Programs

School lunches should be available to all children. Where there is need, breakfast should also be available with due consideration for the values involved in the family's starting the day together—full advantage should be taken of the opportunity for nutrition education.

V. Running the Programs

Some coordinating point at a high level of government will be needed to establish overall policies. We support such a step and wish to point out that wherever such an office is located, it is imperative that it be provided with sufficient authority and the adequate and continuous funding vital to make it effective in meeting the pressing needs in the food and nutrition field. It should also be a part of comprehensive health care.

OTHER HIGH PRIORITY CONCERNS OF HEALTH TASK FORCE

Nutrition and Health Care

1. Nutrition care is essential in total health care. In any legislation involving health, the nutrition component must be clearly identified. Since adequate family income does not by itself insure against malnutrition, we recommend the mounting of a nationwide program of public education. The program should make use of mass media, the schools, as well as all other available resources.

As health programs are expanded throughout this country, priority should be given to the nutritional component in the following sequence:

(*a*) Expectant mothers and infants in the first year of life.
(*b*) Preschool and school-age children.
(*c*) The sick.
(*d*) Aged.
(*e*) Adult population at high risk.

The Health Task Force strongly recommends that all nutrition programs and services be carried out in a manner that contributes to the strengthening of the family unit.

2. We recommend that since lack of general sanitation and sanitary facilites in a community plays an important role in infections which contribute to malnutrition, especially infections of the gastrointestinal tract of young children, that special attention be given to correction of these local environmental problems.

3. We recommend the involvement of voluntary organizations in all aspects of local nutrition programs and in development of new programs.

VI. MANPOWER, EDUCATION AND RESEARCH

1. Expanded nutrition services and nutrition education programs markedly increase manpower needs and expand job opportunities. We recommend funding for development of career opportunities for community aides, to be filled by those presently on a below-living wage. Support must also be provided for their education. We ask support for and expansion of programs of dietetic and nutrition professionals and of their supportive personnel, and of programs of nutrition education of all groups and of professions who are, or should become, involved in public nutrition education.

2. We recommend funds to be provided for: (*a*) Continued research, both basic and applied, on specific nutritional needs of the population and the fundamental causes of malnutrition, and (*b*) for ongoing evaluation of measures instituted to combat poverty and malnutrition.

The Health Task Force believes strongly that we must work to bridge the gap in communications between the health professionals and the poor. If we are to solve the problems of hunger and malnutrition in this country, the poor, industry and labor, voluntary and religious organizations, students, and professionals must work together—learning from each other.

TASK FORCE VI C-2: Voluntary Action by Agricultural Organizations

Chairman: Charles B. Shuman, President, American Farm Bureau Federation, Chicago, Ill.

Vice Chairman: Kenneth D. Naden, Executive Vice President, National Council of Farmer Cooperatives, Washington, D.C.

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REPORT OF TASK FORCE VI C-2

The agricultural industry is deeply concerned about both hunger and malnutrition in America and we urge appropriate and effective Government and private action. We urge that the report of the Conference recognize that hunger and malnutrition are related to three factors: Personal income, education, and individual habits—rather than only one. We do not accept the apparent assumption by some of the panels and task forces that hunger and malnutrition can be solved by income measures while ignoring the other two factors.

The farmers and ranchers of the United States are proud of the abundant supply of wholesome, high quality food which they produce for consumers. Agriculture is dedicated to the continued production of food at reasonable prices to consumers. However, the future supply of food will depend upon adequate economic returns to agriculture.

The Agricultural Organizations Task Force urges that the Conference report avoid recommendations relating to the nutritive merit or dietary influence of any food or food products that have not been substantiated by authoritative research. We do not believe that the production of synthetic and substitute food products should be subsidized or promoted by Government agencies. Consumer demand as expressed in the competitive market should be the guide.

The Agricultural Organizations Task Force is concerned with the increasing difficulty of maintaining the quality of food under modern mass handling and preparation conditions. We are opposed to mandatory fortification of foods.

TASK FORCE VI C-3: Voluntary Action by State and Local Government Leadership

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Vice Chairman: Patrick Healy, Executive Vice President, National League of Cities, Washington, D.C.

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REPORT OF TASK FORCE VI C–3

I. Assured Minimum Income

There is no longer any reasonable doubt that millions of Americans are suffering the consequences of hunger and malnutrition. This is intolerable in this, the world's richest Nation; it is doubly so in the face of our agricultural abundance. The President of the United States in addressing this Conference has said, "The moment is at hand to put an end to hunger in America * * * for all time."

The basic underlying cause of hunger is the inability of millions of Americans living in poverty to purchase an adequate diet. For the Nation that could find the money to place a man on the moon, it is time to find the money to feed those who are hungry.

A majority of the citizens of this Nation have been assuming that the existing welfare programs in the 50 States have been providing adequate income for the poor. This assumption is erroneous. The level of assistance in many of the States does not meet any test of adequacy, however defined.

The Congress of the United States, which has created the present system should reform that system by establishing a floor under the income of every American. This floor should provide a basic income sufficient to maintain a decent and dignified standard of living and thus to enable each and every American to participate in the mainstream of American life.

The calling of this White House Conference is in recognition that this is a most urgent problem of the highest national piority. It is imperative that the Federal Government assume the financial responsibility for the attainment of this objective, since only it can command the resources adequate to the task.

This Task Force believes that the best judge of each family's priorities is that family itself. It is therefore a national responsibility to make available resources to people in need and then to let them manage their own lives. Consistent with this principle of self-determination, these resources should be delivered in the form of cash income.

Congress should provide for a floor of adequate income within a framework which will build incentives for self-help and family support, with due consideration being given to cost-of-living differentials throughout the Nation. Programs aimed at work incentives and utilization of state and local government as employers of last resort should be given due consideration.

II. Food Stamps

Provision of an adequate income for all citizens would eliminate the necessity of food stamps. Cash is vastly preferable to stamps as a means of providing low-income households with the purchasing power required to purchase the food stuffs necessary to maintain an adequate diet. The elimination of stamps and provision of adequate income maintenance will make the following recommendations obsolete, but in the framework of today's programs we make these recommendations:

1. Cash commitments required to purchase food stamps should be reduced to 25 percent of household income.
2. All households (family of four) should receive at least $125 monthly in stamps.
3. Certain household items should be included in the list of allowable items to be procured by stamps.

III. School Lunch

School feeding must be an integral part of the philosophy of education. Free school lunches provide an opportunity for well-targeted utilization of public funds to improve the nutrition of low-income children. School feeding programs are a particularly effective means of converting monetary commitments into meals known to be balanced and nutritionally sound. Symptoms of malnutrition in schoolchildren can cripple educational effectiveness. Consequently, provision of moneys to guarantee adequate child nutrition will increase the usefulness of other funds expended on education.

Federal funds presently available are not sufficient to meet the needs of needy students throughout the Nation. Because of the critical importance and effectiveness of this program, we make the following recommendations:

1. Immediate provision for additional funding in fiscal year 1970 for free school lunches.
2. Provision in fiscal year 1971 of sufficient State and Federal funds to provide free lunches for all needy students. We recommend $3 Federal to each $1 of State funds.

3. Absolute assurances should be provided to insure the anonymity of students receiving free lunches so that no child is stigmatized.
4. The amount of appropriation should be based on present need with advanced funding rather than previous participation.

IV. COMPREHENSIVE COMMUNITY CENTERS

It is recommended that there be established a system of comprehensive community centers for human services. These centers would be funded substantially with Federal assistance through provisions of the Social Security Act, but with mandatory State and local community financial participation, and with strong local citizen or consumer administrative involvement.

These human resource centers would be goal oriented as distinguished from activity oriented, and to assure this it would be required that basic Federal guidelines would clearly define purpose, objectives, and goals.

The centers would be developed in accordance with plans originating at State and local level, by State and local designated agencies.

The centers would not necessarily be structures or discrete facilities, but rather might be a contractual system of coordinating services (many of which may already exist) into a program that might marshal a variety of community resources to focus directly on meeting urgent human needs of both children and adults in the following areas:

Malnutrition, undernutrition, protein and vitamin deficiency, iron anemia, and dental defects.
Developmental disabilities.
Mental and physical handicaps.
Economic and social disadvantage.
Part-time (day and/or night but not residential) care of dependent adults and children.

The centers would function on a voluntary admission basis and not assume the advocate role. They would provide a system of periodic assessment of the development of the whole person of each citizen served.

V. RESEARCH

Acceleration of research in all areas involving the nutritive values of human foods or combinations thereof is a challenge which can be met by a cooperative effort involving State and Federal Government with private industry.

Special research emphasis to enhance the nutritive value of simple, inexpensive foods including those made of cereal grains, the less-expensive cuts of meats and poultry and dairy products should be an early consideration.

With State government budgets strained to the breaking point, we urge Federal grants to State land-grant colleges and agricultural experiment stations to facilitate the national priority of improved health, nutrition, and food programs.

The national disgrace which accompanies such action as "milk dumpling," rotting food stuffs, etc. in the face of hunger and malnutrition at the national and international levels cannot be tolerated. Timely research in the field of agricultural economics is urgently needed in critical areas as well as uniform State legislation regarding milk marketing orders that include strong provisions for inter-governmental cooperation, interstate compacts, and reciprocity between jurisdictions.

Qualitative production research coupled with improved marketing will provide better food for all Americans and at the same time improve the plight of the American farmer.

VI. NUTRITION EDUCATION

We recommend that formal and informal educational opportunities related to food, nutrition, and health be expanded through local, State, and National organizations, public and private, to assist individuals and families in using available resources.

We recommend that agencies concerned with food, nutrition, health, and welfare at Federal, State, and local levels be funded to adequately staff their programs with professionals, paraprofessionals, and aides to carry out effective nutrition and consumer education.

We recommend that volunteer groups such as child and youth service groups, college youth, and adults be used to supplement full-time personnel.

We recommend that there be established coordination and cooperation in nutrition and consumer education on all levels to avoid duplication of effort and inefficient use of funds.

VII. STATE EXECUTIVE AND LEGISLATION LEADERSHIP IN IMPROVING FOOD AND NUTRITION PROGRAMS

We agree that there should be increased cooperation, communication, and coordination among the

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Federal, State, and local agencies. However, we believe that the insularity that would be the result of the establishment of an office of nutrition would be counterproductive.

Instead we recommend that already constituted agencies of Federal, State, and local government be held responsible for the proper implementation of functions allocated to them and sufficient resources be appropriated to insure such implementation. This should include a reexamination of the appropriateness of presently allocated functions within governmental agencies.

Agencies should be goal and objective oriented and should be adequately staffed with people of those disciplines necessary to achieve these goals and objectives.

A consummate effort should be mounted immediately to restructure Federal, State, and local governmental agencies so that the total delivery of quality human services can be accomplished with the most efficient and effective use of money and manpower.

Therefore, we recommend that the Governor and State legislators of each State review the present organizational structure of the action programs providing adequate supply and distribution of food, nutrition education, and control of deception and fraud, and where necessary reorganize or provide a coordinating device to assure all these related programs are administered hereafter as a total system within the total concept of human needs.

We recommend that this total system provide clear policy guidance, accountability, program management, and the authority to accomplish the purposes, objectives, and goals for programs to eliminate hunger and malnutrition.

VIII. PLANNING AND ADMINISTRATION OF GOVERNMENT FOOD AND NUTRITION PROGRAMS

Consumer involvement in the decisionmaking process is vital to the war against hunger. However, the Task Force cannot agree with proposals which would turn over all administrative responsibilities for all hunger relief and nutrition programs to the recipients of such programs, thereby eliminating State and local authority entirely. It is necessary for State and local governments to take the responsibility of planning and administering effective programs.

IX. IMPLEMENTATION

The Task Force applauds the President's intention to provide implementation and maintain continuity of the White House Conference on Food, Nutrition, and Health. The Task Force on Voluntary Action by State and Local Government Leadership does hereby pledge its best efforts to seek effective implementation of the foregoing recommendations during the coming year and to make its services available to Chairman Jean Mayer with regard to the followup Conference 1 year hence.

This Task Force does also pledge its resources to inform the following organizations, represented by our Task Force members, of our recommendations and to seek their support for an action program:

National Association of Counties
U.S. Conference of Mayors
National League of Cities
American Public Welfare Association
The Council of State Governments
National Governors' Conference
National Legislative Conference
National Association of Attorneys General
Conference of Lieutenant Governors
Association of State & Territorial Health Officers
National Association of State Departments of Agriculture
Association of State & Territorial Public Health Nutrition Directors
National Association of County Health Officers
National Association of State Supervisors of Home Economics Education
American Academy of Comprehensive Health Planning
National Association of State Mental Health Program Directors
Association of Food & Drug Officials of the United States
National Association of County 4–H Club Agents
National Association of Extension Home Economics

The Task Force requests that staff be available from the White House Conference staff to assist in implementation of recommendations of the White House Conference through and in cooperation with the above-listed organizations.

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